

INSPECTOR GENERAL'S SURVEY

OF THE

OFFICE OF TRAINING

November 1967

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TAB A - Language Training School

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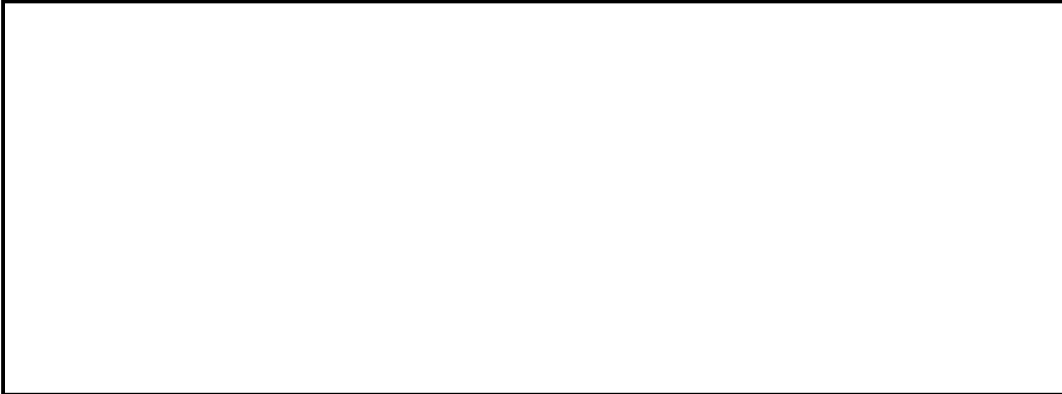
INTRODUCTION

1. The past two years have been interesting and exciting ones, and perhaps at times trying ones, for the management of the Office of Training and other Agency training officials. OTR started 1966 with a new Director of Training, the first change in that position since it was established. In 1966 and into 1967 an Instructional Systems Survey was conducted to explore new educational technology and its applicability to Agency training efforts. The Career Training Program was the subject of an Inspector General's survey and received new looks from the operating components of the Agency. The Directorate of Intelligence assigned an officer to spend some months in OTR examining its various programs. In April 1967 a new Presidential Executive Order on Government training was issued, reflecting the findings and recommendations of an earlier Presidential Task Force on Career Advancement. In May 1967 the Civil Service Commission, now assigned broader responsibilities in the field of Government training, established a new and sizable Bureau of Training. In June 1967 the House Subcommittee on Manpower and Civil Service issued a critical report on the implementation to date of the 1958 Government Employees Training Act, and made a number of recommendations.

2. The present IG survey is a follow-up to the survey of the Career Training Program which was completed in April 1967. OTR has not been inspected as a separate office since 1954. Since that date several reviews relating to training have been conducted, including the following:

JOT Training Program	1956
Assessment and Evaluation Staff	1959
CIA Training Program	1960
Technical Services Division	1963
(This survey had one section on the Domestic Training Base)	
Entrance on Duty and Exit Processing	1966

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4. We had interviews with well over 200 Agency employees both from OTR and from other Agency components. We interviewed chiefs of schools and staffs, instructors, training assistants, secretaries, and students. We also interviewed employees in components that work closely with OTR; such as, Technical Services Division, Special Operations Division, Office of Logistics, Office of Medical Services, Office of Personnel, and Office of Research and Development. We interviewed training officers and senior officers of operating components to get management's reaction to the training services offered by OTR.

5. Since the CT Program was inspected in April 1967, this survey does not discuss that Program. The present survey is a component survey, not a review of all Agency training. We were unable to audit each of the many courses given by OTR, but we did review course content.

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SUMMARY

1. OTR is oriented to serving the Agency as a whole. It is well managed in most respects, but we see room for improvement in over-all management of the training effort, especially in coordination of programs and in better identification of training objectives and requirements. At the same time, however, we note that operating components generally spoke highly of OTR's performance. Morale is good among the office's [] staff employees. The present Director of Training, who was appointed in 1966 as the second officer to hold that position, has made a smooth transition from the old management to the new.

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2. In carrying out its mission of developing and directing instructional programs, OTR teaches a wide variety of courses and administers an extensive external training program. OTR also manages the Career Training Program. About 4,000 Agency employees per year study languages or take one or more of the 55 other courses offered by OTR. It currently has a yearly budget of about [].

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3. OTR's organization, divided into four staffs, five schools, and []

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[] is adequate for its present functions. We share the view of many instructors that a training coordinator should be appointed as a step toward increasing coordination among the schools, avoiding duplication of course content, and improving the quality of instruction.

4. The report of an Instructional Systems Study Group in 1966 and 1967, which studied many parts of OTR at the direction of the Deputy Director for Support, recommended the establishment of an Agency Training Objectives Staff to counter what it saw as a deficiency in training objectives provided by Agency components. We believe this recommendation has merit and that there should be an Agency training committee. This committee could also be responsible for the periodic reviews required by Public Law of all Agency training programs, not just the training given by OTR.

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5. Many operations instructors with careers in the Clandestine Services feel that their careers suffer from a tour in OTR. Proposals under consideration by the Deputy Director for Plans and the Director of Training, if adopted, should remedy this situation.



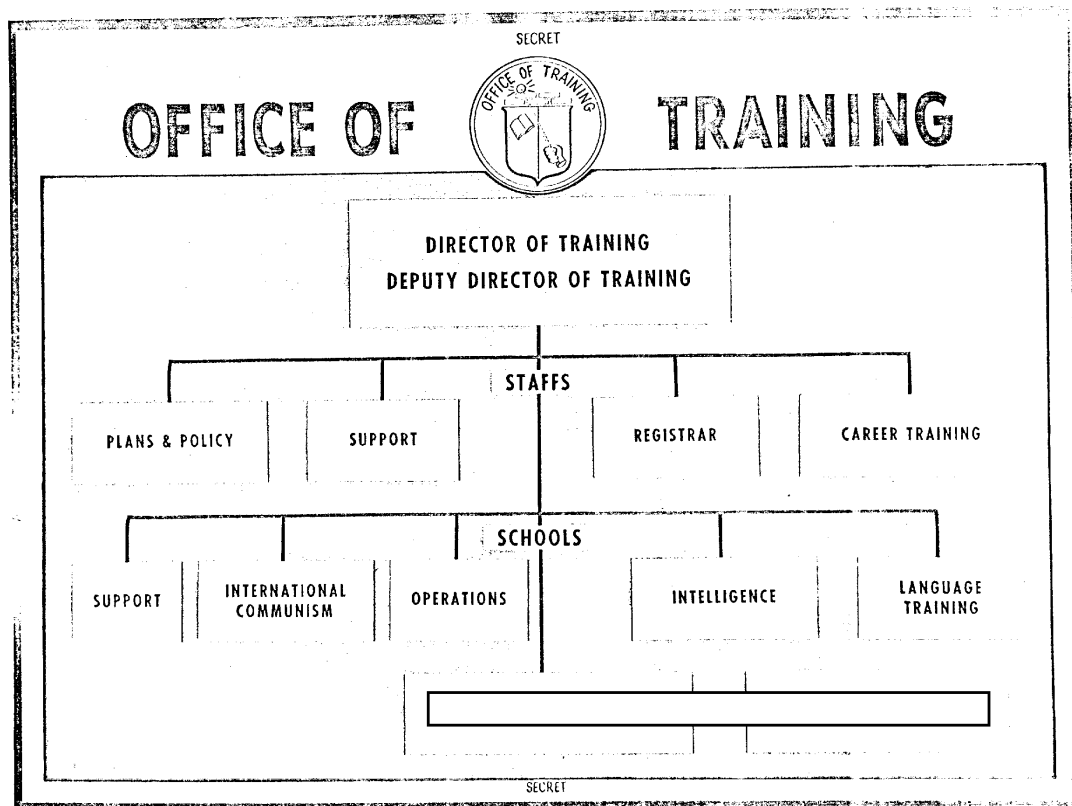
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7. External training activities are efficiently managed. One of these activities is the off-campus program, developed with George Washington University and American University to provide employees the opportunity to take graduate and undergraduate courses. Other external training includes that at the war colleges, Congressional fellowships, various universities, and specialized courses such as IBM automatic data processing.

8. OTR provides the bulk of language training required by the Agency, and considering its limited resources has performed well. The numbers of students and contract instructors have increased considerably while the size of the supervisory staff has remained fairly constant. Additional staff linguists are needed to permit adequate supervision of the contract instructors and we believe that a further tightening of administration is needed, including the appointment of a Chief of Language Faculty. The operating components need better guidelines to assist them in providing their language requirements.

9. Formal courses within the individual schools are well conducted. Operating components spoke highly of these courses and also of the covert training program. We share these views but several aspects of covert training can be strengthened. A procedure needs to be developed by the Clandestine Services

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MANAGEMENT AND ORGANIZATION

1. The Director of Training reports to the Deputy Director for Support. He is responsible for developing, establishing, and directing instructional programs within the Office of Training for staff personnel. [REDACTED]

[REDACTED] He is also responsible for the coordination of all domestic and foreign training activities of the Agency and for approving and arranging for training at non-Agency facilities.

2. OTR headquarters are located at 1000 Glebe Road. Other elements in the Washington area are in the Headquarters Building at Langley, Arlington Towers, Ames Building, and Magazine Building. [REDACTED]

3. There are [REDACTED] staff employees, four staffs, five schools. [REDACTED]

[REDACTED] The staffs are Plans and Policy, Support, Registrar, and Career Training. The schools are Operations, Intelligence, Language Training, International Communism, and Support. We inspected all of these units and found them to be functioning efficiently. We discuss them in detail later in the report, except for the Career Training Staff, which was studied in depth during the recent IG Survey of the CT Program.

4. The organization is adequate for its present functions except for the lack of a training coordinator; but the impact of the Instructional Systems Survey, the changes in the Career Training Program, and the Government emphasis on interagency training efforts may eventually make organizational change desirable. As one case in point, the Intelligence School, which in 1966 lost several elements to the new Support School, may lose more of its workload as a result of changes in the Career Training Program.

5. In 1966 when he succeeded the former Director of Training, the present Director of Training became only the second officer to hold that position since an Office of Training with

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Agency-wide responsibilities was founded in 1951. (There had, of course, been earlier training programs within Agency components.) The transition from the old management to the new has been smooth. The present Director of Training has maintained an office that is oriented to serving the Agency and consumers commented to us favorably on its performance. Morale is generally high among all types of employees with the exceptions of some of the instructors who are careerists of the Clandestine Services and of some of the contract instructors at the Language Training School.

6. About 4,000 employees per year take language training and the 55 other courses that OTR teaches. The topics covered in these courses include clerical skills, intelligence orientation, management, Communism, automatic data processing, clandestine operations for case officers, and paramilitary operations. OTR also has extensive language training, covert training operations, and external training activities. Much of OTR's budget and of its teaching programs are devoted to Career Trainees--about [] student-days of training per year out of a total of [].

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7. Financial obligations for FY 1967 were [] including [] the Career Training Program. The audit for the period April 1966 through April 1967 stated that financial controls and procedures were adequate. A review of fiscal activities by the Office of Finance made several recommendations for improving fiscal management. OTR management has discussed these recommendations with the Office of Finance and has complied with them.

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8. Clandestine Services officers on rotation to OTR as operations instructors feel that their careers suffer as a consequence of such assignments. They believe that their prospects for promotion are poor while with Training and that their chances of subsequently getting desirable operational assignments are lessened.

9. We observed, however, that on rotation a number of Clandestine Services and OTR careerists received what we considered to be suitable operations assignments. One officer

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received an assignment as chief of station in Latin America. Another was designated deputy chief of a large European station. Older Clandestine Services careerists appear to have problems in reassignment, but we believe that this is more the result of their age than of their training assignment. The Director of Training and the Clandestine Services are aware of this problem and plan to have younger officers serve as instructors.

10. On the matter of promotions, we examined the records and had discussions with representatives of the Clandestine Services. We do not feel that the complaints on the lack of promotions are justified. Career officers from the Clandestine Services in OTR have been promoted at about the same rate as their colleagues in operations positions. This in itself is not likely to change the attitude of these career officers toward promotions. We believe that the recommendation we make in our section on [redacted] for the formation of a promotion panel [redacted] will help to dispel this attitude. Recent oral instructions from the present DDP to the division chiefs to pay greater attention to the careers of their officers serving in OTR will also help. This action represents a continuation of the previous DDP's emphasis on the need for capable operations officers to serve in OTR. His March 1966 memorandum, disseminated to staffs and division chiefs, stated that a tour as an instructor was to equate to a tour of duty abroad in the evaluation of an officer for promotion.

11. Additionally, we believe that a proposal under consideration by the DDP and the DDS also has the potential of greatly improving the morale of the operations instructors. The DDP and the DDS have agreed in principle to the Clandestine Services' assuming the responsibility for staffing [redacted]

[redacted] The positions would remain on the Table of Organization of OTR, but would be marked with the career designation of the Clandestine Services. Additionally, the DDP has agreed to consider, on a selective basis, some [redacted] OTR careerists who may wish to transfer to the

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Clandestine Services. The principal reasons given for this integration are that it will permit systematic rotation and should improve the desirability to an operations officer of a training assignment.

12. We believe that the assignment of experienced operations officers to OTR would be facilitated and that the morale of these officers would be improved if appropriate notices were sent to the field and disseminated to headquarters outlining some of the steps, including the DDP memorandum of March 1966, that are being taken to make a training tour more desirable to the individual officer. This would also encourage officers who feel they are qualified as instructors to request training assignments.

13. While this proposal should facilitate rotation, it could at the same time weaken the nucleus of OTR careerists, which we believe must be maintained to provide training continuity and to assist operations officers, who have not had training experience, in the development of lesson plans, conduct of seminars, and other related training matters. As the trend continues toward more sophisticated methods of instruction, the need for such a nucleus will increase rather than diminish. In our section [redacted] we point out what we see as the weakness of the present structure of the Operations Staff (Phase I), in which none of the three key positions is occupied by an OTR careerist.

14. It is the intention of the DDP and the DDS to put the new arrangement into effect slowly. This could well take several years. This approach has advantages because it will provide time to study the impact of the new system on the vital training process which is OTR's primary function.

15. It is also important that the DDP continue to provide suitable operations positions in headquarters and overseas for qualified training careerists who make up the training nucleus. This will furnish these officers with current operational experience which will permit them to perform their training mission more effectively on rotating back to Training.

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It is recommended that:

No. 1

The Deputy Director for Plans:

a. Take steps to ensure that operations officers in the Clandestine Services become aware of the desirability of a tour of duty as an instructor in OTR.

b. Continue to provide operations positions overseas and in headquarters for qualified OTR careerists.

It is recommended that:

No. 2

The Deputy Director for Support instruct the Director of Training to continue to maintain a cadre of experienced training officers in OTR.

16. In addition to personnel who rotate from the Clandestine Services, the Directorate of Intelligence and the Support Services also have personnel on rotation in OTR. The representatives from the Directorate of Intelligence normally serve in the Intelligence School, and Support Services personnel normally serve in the Support School.

Library Facilities

17. Because OTR is not located in the Headquarters Building in Langley, neither its students nor its professional instructors have easy access to the main library run by the Central Reference Service. Because of the dispersion of its components, OTR itself maintains several different libraries and specialized collections.

[redacted] We believe the library at the Language Training School in Rosslyn could be improved, and we make a recommendation on this in the section on that School. The Management Training Faculty of the Support School has in the Magazine Building in Rosslyn a current collection of books, films, and periodicals in the field of management; this appears to be well handled by that faculty.

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18. Even at Glebe Road there is no central library. The Intelligence Production Faculty of the Intelligence School maintains a collection of classified documents and publications for the use of students in intelligence courses. The Operations School has two people maintaining a special-purpose collection of Clandestine Services training materials. The Registrar Staff has a collection of books and catalogues on institutions of higher learning in the United States and abroad. Some of the individual faculties have smaller collections of books for professional use and for student reading. The Instructional Systems Survey recommended that there be established at the Glebe Road location a professional library. The Director of Training has given the Registrar a go-ahead to set up a professional library.

19. Some members of OTR commented to us on what they felt was a shortage of books and periodicals available to both staff and students. They felt a central library would permit a larger and more diversified collection than is possible within the individual schools and also could make a wider selection of periodicals available to all. In their view, a library and professional librarian are badly needed. We doubt that the above-mentioned "professional library," envisaged as a specialized collection primarily for instructor staffs, will satisfy the needs of OTR.

20. While we are inclined to view a central library as desirable, we are not experts in the field; we are well aware that space at Glebe Road is limited, and it may be that the present system meets requirements in an economical and generally satisfactory manner. We believe, however, that professional advice should be sought from the CIA Library.

It is recommended that:

No. 3

The Deputy Director for Support request the Deputy Director for Intelligence to provide the services of a professional librarian from the CIA Library to review present library requirements of OTR.

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Training Objectives and Coordination

25. Thus far in this section we have discussed matters relating to organization, personnel, and management of OTR as an Agency component. There are other key questions relevant to the training effort which could affect OTR in both organizational structure and modus operandi. OTR is a service office, and, in theory at least, all training it provides the Agency is in response to identified requirements of the Agency as a whole or of individual components. Key questions are whom to teach, what to teach, and how to teach. The selection of whom to teach is essentially a function of top Agency management and of the individual operating components. The how-to-teach question has been getting considerable attention in OTR and, most recently, in the Instructional Systems Survey. The what-to-teach question, while constantly being answered piecemeal and at varying levels, has not had the same comprehensive over-all attention.

26. OTR personnel commented to us on the need to improve coordination of the training effort. They made allegations about inadequate feedback after the training of personnel was completed. Training officers [redacted] [redacted] told us that management was overly concerned with administration at the expense of planning, teaching procedures, and substance of courses, and that there was no mechanism for instructors to make known their ideas on training. These comments were made in a constructive tone and included suggestions for improvement, many of them focusing on the present lack of a "training coordinator" or "academic dean."

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27. These comments were similar to ones expressed by instructors during the IG Survey of the CT Program and to a considerable extent paralleled findings of the Instructional Systems Study Group (ISSG). The report of the ISSG stated that "a significant problem noted was the apparent lack of coordination, and to a lesser extent cooperation, between various segments of OTR," and that "more interaction needs to be considered." The ISSG suggested that consideration be given to the appointment of an academic dean. We agree.

28. We found that a number of instructor personnel themselves favor the appointment of an academic dean. Their concept of the duties of such a figure varied considerably. Some would have him virtually usurp the duties of the Director of Training. This we consider unreasonable. Some recognized that senior OTR officials are of necessity heavily involved with management problems not directly related to instruction, and noted that this at times left no central figure concentrating on purely instructional matters; they saw this academic dean as an instructional coordinator responsible for over-all quality of instruction.

29. The Director of Training has designated the present Deputy Chief of the Career Training Staff to be coordinator of the training programs for Career Trainees. It is too early to assess the effects of this action, but we are inclined to believe the Director of Training could fruitfully appoint a coordinator for all training programs. As we see it, and as various instructors have suggested to us, the duties of this coordinator would be to (a) chair academic staff meetings of the various School Chiefs; (b) eliminate unnecessary duplication in training programs; (c) assure communication between the schools on substance and on teaching methods; (d) improve the scheduling of courses and training; (e) assure timely exploitation in all schools of advances developed in one; and (f) be responsible in general for the quality of instruction in the various schools. The duties could also extend to helping Agency components determine their training requirements, ensuring the clear definition of all course objectives, and developing procedures for post-training evaluations of the training effort.

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30. We hesitate to make specific recommendations on where this coordinator should be assigned. Our impression is that he could best ease the burden on management if he were a special assistant directly responsible to the Director of Training.

It is recommended that:

No. 4

The Deputy Director for Support instruct the Director of Training to consider the appointment of an instructional coordinator in OTR.

31. The appointment of an instructional coordinator would by no means solve the entire what-to-teach question. The answer to that question also rests with OTR's "customers," the various operating components of the Agency. We quote from the ISSG report:

The lack of adequate course objectives within OTR is the single most critical problem in training. Course objectives do not exist for OTR courses because DDI, DDS&T, DDS, and DDP have not developed the desired objectives.

Failure to establish and maintain course objectives for training courses significantly affects the efficient use of OTR's instructional staff. This lack of objectives also increases the possibility that courses, or portions thereof, currently being taught by OTR do not in fact reflect the current needs of the Agency (consumer).

In reviewing the course curricula within OTR it is evident that the Agency components have not established clear (if any) objectives for OTR to teach. As a consequence the OTR staff has had to establish what it considered to be proper course "objectives" based upon

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incomplete data, hearsay, negative inputs, etc., as opposed to clear directives from the Agency components....

While it is understood that it is difficult for the various Agency components to devote adequate time to develop training objectives, it must be recognized that this requirement is mandatory if OTR is to operate efficiently and effectively while fulfilling the Agency needs for properly trained personnel.

32. To counter the deficiency in training objectives, the ISSG report recommended the establishment of a high-level Training Objectives Staff (or a Training Requirements Staff) which would report to the Executive Director-Comptroller and which would include representatives of the four directorates. The functions of this body would be to determine what should be taught within the Agency and what courses should be sought externally, as well as what follow-up procedures should be established to determine the effectiveness of training as measured by post-training performance.

33. The ISSG comments on the lack of adequate training objectives paralleled some of our findings. In some cases, notably the Support School's course for Career Trainees entering the Support Services, the objectives are clearly spelled out and training is meeting the objectives. Nonetheless, we found it a frequent theme of instructor personnel that, despite the present level of consultation with individual components of the Agency, there is insufficient knowledge as to what the directorates want in the way of training for their personnel. We believe that the appointment of an instructional coordinator, whose duties would include ascertaining training objectives from the directorates, would do much to improve this situation, but an Agency-wide training committee is also needed to remind the operating components of the need to provide adequate training objectives.

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34. There is at present no Agency-wide training committee or staff looking at the Agency training effort in toto. There are two Agency bodies with limited responsibilities in the training field on an Agency-wide basis. The Committee for Language Development, chaired by the Deputy Director of Training and including representatives of each of the directorates, is charged with reviewing and recommending policies and procedures for the Language Development Program. The Training Selection Board, chaired by the Director of Training, who represents the Executive Director-Comptroller, is charged with monitoring the Midcareer Training Program and evaluating non-Agency training opportunities.

35. Aside from the functions mentioned in the ESSG report, we suggest that the Agency training committee, if established, be responsible for the periodic reviews required by Public Law and Executive Order. It should look at all Agency training, not just that given or administered by the Office of Training, and should be responsible for the proper setting of training objectives. Members of this body may not themselves have time to get intimately involved in the content of low-level skills courses, but they could set up such subcommittees as they felt necessary.

36. We do not believe a vast new bureaucratic structure need be erected. The Training Selection Board consists of senior members from each of the major components of the Agency. This Board, with its responsibilities broadened, could function as an Agency training committee overseeing the Agency's training efforts as a whole.

It is recommended that:

No. 5

The Deputy Director for Support, in coordination with the Deputy Directors for Intelligence, Plans, and Science and Technology, propose to the Executive Director-Comptroller that the Training Selection Board be redesignated as the Agency Training Committee and that its responsibilities be broadened as necessary to enable it to function in that capacity.

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LAW AND REGULATION

1. Laws and regulations, however good and necessary, are often dry, sometimes interesting, seldom exciting. In this section we make no attempt at exhaustive detail, but rather limit ourselves to citing the basic legal authority for Agency training activity, noting a few selected parts of recent official documents relevant to Government training, commenting on the new Bureau of Training in the Civil Service Commission, and observing that our Headquarters Regulations on training could stand revision.

Legal Provisions and Considerations

2. The basic legal authority for the Agency to provide training, whether in-house or external, for its employees at public expense is the Government Employees Training Act of 1958 (P. L. 85-507; 72 Stat. 327). Executive Order 10805 of 30 April 1959 designated this Agency as excepted from various specific provisions of the 1958 Act referring specifically to the responsibility of the Civil Service Commission for the promotion, coordination, and review of the training programs and operations provided for by the Act. The authority for training given by the Agency to persons who are not employees is Section 8. B of the Central Intelligence Agency Act of 1949, as amended (P. L. 81-110).

3. Also relevant for the Agency's training activity is Executive Order 11348 dated 20 April 1967. This Executive Order reflected the earlier findings and recommendations of the Presidential Task Force on Career Advancement. It defines Government policy on training, gives the Civil Service Commission new and broader responsibilities regarding the total Government training effort, and defines the responsibilities of individual agencies.

4. Government policy, as spelled out in the Executive Order, is "to develop its employees through the establishment and operation of progressive and efficient training programs, thereby improving public service, increasing efficiency and

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economy, building and retaining a force of skilled and efficient employees, and installing and using the best modern practices and techniques in the conduct of the Government's business." The Civil Service Commission is to provide leadership to ensure that this policy is carried out. The Commission is also to identify areas where expanded interagency training activity is needed and either conduct such training or arrange for agencies having the substantive competence to do so.

5. The Executive Order states that the head of each agency shall, among other things:

- a. Foster employee self-development by creating a work environment in which self-development is encouraged.
- b. Extend agency training programs to employees of other agencies and assign his employees to inter-agency training whenever this will result in better training, or savings to the Government.
- c. Use non-Government training resources as appropriate.
- d. Review at least annually the agency's program to identify training needed to bring about more effective performance at the least possible cost.

The self-improvement approach is part of Agency policy on training. The Agency is participating in interagency programs and is making use of non-Government training resources.

6. The Government Employees Training Act of 1958 requires a review "at least once every three years" by each department of its training needs and requirements." The new Executive Order calls for a yearly review of "the Agency's program to identify training needed to bring about more effective performance at the least possible cost." Training

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requirements and programs are reviewed in individual components of this Agency, and to a large extent in OTR, but there is at this time no regular, coordinated review of training needs and requirements on an Agency-wide basis.

7. The last comprehensive review of all CIA training requirements and activities was the Inspector General's Survey of the CIA Training Program in 1960. This present survey, a survey of OTR but not of training within other components of the Agency or of the detailed training requirements of the Agency components, cannot be considered a review of the Agency's total training program. In our section on Management and Organization we have recommended the establishment of an Agency training committee, and we have suggested that such a committee could keep the Agency's training requirements and training programs under continuous over-all review.

8. During the course of this survey the House Subcommittee on Manpower and Civil Service released its "Report Covering the Effectiveness of Implementation of the Government Employees Training Act" (90th Congress, 1st Session, House Report No. 329, 1 June 1967), which reviews critically the implementation of the 1958 Act. The report recommends that:

- a. Departments establish better cost systems for training.
- b. Interagency training programs be emphasized.
- c. Duplication of programs be avoided.
- d. The Civil Service Commission review existing training centers.
- e. Departments develop more adequate programs to evaluate their training programs.

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9. In line with Executive Order 11348 the Civil Service Commission on 1 May 1967 established a new Bureau of Training, and indications are that the Commission plans to carry out its new responsibilities vigorously. The Registrar of OTR has been participating on behalf of the Agency in interagency discussions at the Commission. A good working relationship has been developed and Commission officials are well aware of our particular problems and limitations in the interagency field.

10. The full legal and other implications of all the foregoing for the Agency are not yet clear. The report of the Presidential Task Force on Career Advancement and the House Subcommittee Report have provided some useful guidelines and new ideas for consideration in Agency training programs. As we review the criticisms and recommendations of these two reports, our impression is that this Agency is in relatively good standing. In some regards the new effort toward greater interagency cooperation might prove beneficial to the Agency. As indicated in our section on the Language Training School there is no centralized Government testing service on language proficiencies, and no objective norms have yet been devised to ensure that testing centers within the individual agencies are operating on the same level. It is possible now that the Civil Service Commission may be receptive to the idea of setting up a Government-wide language-testing service. Some training requirements of this Agency are common to a number of Government agencies, and this Agency may well find it useful and economical to participate on a greater scale in interagency programs; such as, language training, clerical training, general management training, and in the new and costly fields of programmed instruction and computer assisted instruction.

11. The Agency is already participating to a large extent in interagency training programs. Students are sent to the various senior war colleges and considerable use is made of a number of courses and programs offered by the Department of State, the Civil Service Commission, the

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Department of Agriculture, and the Department of Defense. The Agency also offers training to other agencies on a highly limited scale.

Headquarters Regulations

12. **Basic Headquarters Regulations on Agency training** are in [] Here we found some anachronisms. [] is still devoted to the "Junior Officer Training Program" instead of the current "Career Training Program." Not all regulations are out of date; [] "Training at Non-CIA Facilities," was revised in June 1967. Also, [] "Language Development Program," is currently being revised.

13. We believe that the whole series on training could usefully be reviewed and updated in the light of past and current developments in the Government and Agency training efforts. The Director of Training's responsibility for the coordination, technical supervision, review, and support of all domestic and foreign training as specified in [] should be reviewed in terms of the highly fragmented nature of Agency training.

It is recommended that:

No. 6

The Director of Training review the currency, applicability, and completeness of [] and regulations in the 18 series and submit appropriate revisions to the Deputy Director for Support for publication.

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INSTRUCTIONAL SYSTEMS SURVEY

1. [] states that to achieve its training objectives the Agency will "adopt and use effectively the best modern practices and techniques." In 1966, at the direction of the Deputy Director for Support and with the cooperation of the Deputy Director for Science and Technology, there was launched an Instructional Systems Survey to explore new developments in educational technology and to consider what technology might be applicable for use in Agency training programs. This exercise has been a useful one; it has already borne some fruit, and promises considerable harvest for the future. There are sharply conflicting opinions within OTR on some of the recommendations made in the Survey, but we consider such differences at this stage to be normal and healthy.

2. Constituting the Instructional Systems Survey Group (ISSG) were representatives of OTR, the Office of Medical Services, and the Office of Research and Development. Heading the ISSG as coordinator was the former Director of Training, who after his retirement at the end of 1965 was retained under contract as a special advisor to the Deputy Director for Support. Funds for the ISSG, as a research project, were provided mainly by the Office of Research and Development. In mid-1966 the ISSG obtained the services of a contract consultant from the private firm of Bell, Beranek and Newman, Inc.

3. The objective of the ISSG was to survey the Agency's training programs and to assess their instructional methods and materials to determine how these programs might be improved through the development of new media of instruction and/or teaching methods, especially program-assisted instruction (PAI) and computer-assisted instruction (CAI).

4. During the course of the Systems Survey some OTR instructors were sent to external training courses in programmed instruction. In addition a contract instructor was brought in for

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seminars in programmed instruction and to oversee individual PAI projects undertaken by seminar participants. Some of these projects have proved worthwhile. Especially noteworthy is [REDACTED]

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5. ISSG submitted its report in June 1967. Some of its general conclusions were that PAI can effectively be applied to the Agency's training programs on a selective basis, and that as a long-term development CAI can be an effective and efficient way of meeting future training requirements. The report also concluded (a) that, if the Agency is to proceed with a programmed learning effort, the first step is the development of realistic objectives for all training programs; (b) that the using components must be the source for identification of the terminal behavior desired from any single training program; and (c) that using components must provide substantive guidance.

6. The report highlighted strongly the need for clear objectives for all training efforts. It states flatly that the lack of adequate course objectives is the single most critical problem in training. A major recommendation of the ISSG was for the formation of an Agency "Training Objectives Staff."

7. Many specific recommendations contained in the ISSG report have already been adopted. Others were still under discussion during our survey. Various PAI courses were being prepared, and it was planned to hold further seminars on PAI under a contract instructor. Systems surveys of the schools not already covered were being considered.

8. One final note here: PAI and CAI, while offering promise of more efficient instruction and eventual economies in some fields, can be costly in man-hours and money. The rate at which PAI and CAI efforts are to be pushed will affect the ability of the Director of Training to meet requirements with presently available resources. The Director of Training and the Deputy Director for Support are well aware of this.

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PLANS AND POLICY STAFF

1. The Plans and Policy Staff, which functions both well and usefully, is concerned with planning, programming, and budgeting on Office-wide activities. It prepares the annual Program Call and a number of special reports for the Deputy Director for Support. It advises the Director of Training on achievement of Program objectives, forecasts of training requirements, and organizational adequacies. It also prepares staff studies with Office-wide policy implications. The scope of this Staff's activities are broader under the present Director of Training than they were under the previous administration. The organization of OTR does not include an executive officer or executive staff as such. The Plans and Policy Staff is filling part of such a role.

2. During the past year the Chief of this Staff and the Registrar Staff devoted considerable effort to improving the management data base and the flow of management information to the Director of Training. This effort is already paying dividends. OTR can today readily provide certain management data which were not easily obtainable some months back: dollar costs of specific programs, numbers of instructor-hours and student-hours involved in particular courses, and detailed breakdowns on who is getting what training.

S E C R E T

REGISTRAR STAFF

Office of the Registrar

1. The Director of Training has delegated to the Registrar the authorities given the Director of Training to approve requests for external training. The Registrar maintains liaison with the Civil Service Commission and the Foreign Service Institute as well as with academic institutions and private foundations. This liaison includes ascertaining external Government training programs of interest to the Agency and providing information concerning Agency-conducted programs available to other agencies' use, if appropriate.

2. The Registrar has the responsibility for managing the Agency Off-Campus Program, a cooperative educational enterprise developed by the Office of Training with George Washington University and American University to provide employees convenient opportunity for both undergraduate and graduate study. Most of these courses are held in the Headquarters building at Langley. The Program was established in 1962 and offers the same academic credits as on-campus courses. The instructors are Agency employees nominated by the Registrar from a list of applicants and approved by the universities. Agency sponsorship under the Government Employees Training Act is possible, but self-development at the individual's own expense is encouraged. In FY 1967, 262 employees, of whom 185 were Agency-sponsored, participated in the Program. Total enrollment since the start of the Program in 1962 has been 1,665.

3. The Training Selection Board, consisting of the Director of Training, the Director of Personnel, and representatives from the directorates, evaluates external training facilities, assures effective selection of candidates for certain training programs, and monitors the Midcareer

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Training Program. The Board reviews the qualifications of nominees for 23 specific programs such as the war colleges, the Imperial Defence College (London), Congressional Fellowships, Brookings Institution, the Harvard Program for Management Development, and for full-time academic training.

4. In FY 1967 the Board reviewed 165 nominees for the Training Selection Board courses and recommended approval of 123 principals and alternates; it reviewed and recommended approval of 11 nominees for full-time academic training.

5. In addition, in FY 1967, the Board included in its monitoring of the Midcareer Training Program the review of 159 nominees for the Midcareer Executive Development Course. All nominee files are circulated to Board members for review. The Board does not meet unless a question is raised by a Board member. The Chairman of the Board (the Director of Training), who is charged with the responsibility to approve nominees, has never rejected a nominee. This review function requires that each member spend about two man-weeks a year passing judgments that appear to be foregone conclusions, since the directorates have developed high standards to meet their career service requirements. In view of the executive man-hours needlessly consumed, we believe the procedure could be simplified by eliminating review above the directorate level.

It is recommended that:

No. 7

The Director of Training:

a. Discontinue the review of nominees for the Midcareer Executive Development Course by the Training Selection Board.

b. In proposing revisions of Agency regulations on training as recommended in Recommendation No. 6, delete from the regulations the responsibility of the Chairman, Training Selection Board, for approving nominees for the Midcareer Executive Development Course.

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Admissions and Information Branch

6. The Admissions and Information Branch schedules courses and controls and records admissions; provides information to Agency personnel on internal and external training; and maintains the Agency Training Record. The Chief of the Branch also serves as the OTR historian and training officer. This Branch has a heavy work load. Efficiency of operations is good and morale high.

7. Control of admissions to internal training includes review of each application to ascertain that the applicant meets course requirements, that the course is necessary for the individual's assignment, and that supervisor approval has been granted. In FY 1967, 7,200 requests for internal training were received and approximately 6,840 were accepted. The number of "admissions" does not equate to the number of students. If one student takes two courses, he will account for two "admissions." This effect is particularly noticeable in the handling of Career Trainees. At present the introductory phase of the Career Training Program consists of four separate courses. Hence, an input of ☐ Career Trainees a year would account for ☐ "admissions" for the introductory phase of their training alone. If the four separate courses were combined into a single course (somewhat along the lines of Recommendation No. 17 of the Inspector General's 1967 Survey of the Career Training Program), there would be a reduction of ☐ "admissions" a year. This would mean a ☐ % cut in the Branch's current workload in handling admissions.

8. Maintenance of the Agency Training Record includes recording most Agency training and Agency-sponsored training completed by employees. Major exceptions at present are the records of communications and covert training. The maintenance of the Record is done by computer. During our survey the current run was delayed because the processing was transferred from RCA to IBM equipment. However, there is good support to the staff from the Office of Computer Services. To reduce the size of the machine listings, the Branch has set an arbitrary but reasonable cut-off date of

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1960 for information to be printed out; the pre-1960 data will be stored in the machine memory and be available for recall if necessary. Appropriate parts of the Training Record are sent to other components of the Agency for their use in maintaining records on their personnel.

9. One problem noted during the survey was what kinds of training should be part of the employee's record. Certain courses or presentations that are "required" for all or certain employees and are of a briefing nature, such as the two-hour CIA Review, are not recorded. Such activities as attendance at a professional meeting, participation in a two-hour "high-level" seminar, or domestic travel for industrial familiarization are considered "training" by some supervisors and are submitted for inclusion in the employee training record. Also there are certain required courses for new employees that become a part of their personnel record and should be considered as automatic as the oath of office and security indoctrination; thus, such courses appear to be unnecessary inclusions. In short, there are no Agency standards to determine what employee training data should be included in his Training Record. With no standards of judgment established for selection the administrative channels feed the data into the maws of the machines. We believe that criteria should be established on what should be included in the Agency Training Record.

It is recommended that:

No. 8

The Director of Training establish appropriate criteria for determining the types of training that shall be entered on each employee's training record.

10. The Branch also has primary responsibility for the preparation and publication of the monthly OTR Bulletin, supplementary special bulletins, OTR Schedules, the OTR Catalogue of courses, and memoranda with special training information for selected consumers. It also receives

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brochures from academic institutions and external training facilities. These are screened, brought to the attention of supervisors and employees, and kept in orderly fashion to provide answers to specific requests. Employees are counselled on courses that are available for self-sponsored study.

External Training Branch

11. The External Training Branch manages the external training activities of the Agency. These activities include the programs under the Training Selection Board, the Off-Campus Program, and a wide variety of other courses; such as, IBM automatic data processing courses and supervision courses at the Department of Agriculture or the Civil Service Commission. The Agency currently spends about \$700,000 per year on external training. In FY 1967 there were 2,295 employees in such programs ranging in duration from one day to more than a year. The Branch processes training requests, arranges for full and part-time training at non-Agency facilities, authorizes necessary funds, and follows up on personnel enrolled in external training. The Branch maintains liaison with external facilities to expedite the staffing of training requests. Detailed duties include ensuring enrollment, advising and briefing the individual, maintaining [redacted] correspondence with employees on extended training and ensuring they receive W-2 forms.

12. Agency-sponsored external training of employees is authorized under the Government Employees Training Act, and Agency policy. Regulations covering these activities are set forth in [redacted] Such training is intended "to supplement self-education, self-improvement, and self-training." As a result, careful scrutiny of requests for external training is made to ascertain that certain criteria are met.

S E C R E T

SUPPORT STAFF

1. The main components of the Support Staff consist of a security officer and four functional branches:

**Budget and Fiscal
Supplies and Services
Personnel
Instructional Services**

The Staff performs its duties, which for the most part are typical of support operations throughout the Agency, in a very satisfactory manner. Morale is high and employees are conscientious in carrying out their duties.

2. One of its major personnel functions is support of the Director of Training in his efforts to acquire experienced operations officers from the Clandestine Services to serve as instructors [REDACTED]

[REDACTED] The Staff also assists careerists from OTR and the Clandestine Services who have completed tours as instructors in rotating to the Clandestine Services.

3. An additional burden has resulted from OTR's acquiring in 1967 the handling of approved group visits of non-CIA personnel to the Headquarters in Langley. This function, formerly handled by Liaison Staff in what was the Office of Central Reference has appreciably added to the work load of the Security Officer.

4. The Instructional Services Branch, in addition to providing audio and graphic aids, has a motion picture production capability for producing a small number of films per year. This limited capability is maintained in the Branch's two sections: Audio Aid and Visual Aid. When a motion picture is produced, personnel from these

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sections work on the movie along with cleared cameramen, a director, and a contract script writer. Editorial and sound work are done by a private firm, Capital Film Laboratories.

5. The Branch has made 19 full-length films since 1957. Many of them are still being shown for instructional purposes. Most of the Clandestine Services tradecraft films are excellent, but some have become outdated. The Office of Security speaks highly of a new film on hostile audio surveillance. Security shows this film to all employees before they go overseas PCS.

S E C R E T

CAREER TRAINING STAFF

We do not discuss the activities of the Career Training Staff in this report. It was examined in detail in the April 1967 IG Survey of the CT Program. That survey stated that the CT Staff, which is the administrative core of the CT Program, is doing extremely well in carrying out its functions.

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SCHOOL OF INTERNATIONAL COMMUNISM

1. All instructors of the School of International Communism are OTR careerists with the exception of one who is on rotation from the Clandestine Services. One instructor has a Ph.D. in history and four have M.A.s. Several have taken Agency-sponsored university courses in graduate Russian studies.

2. The Chief of the School in his annual briefing to the DDS proposed that his staff be permitted to attend key meetings of academic associations whose members concentrate on developments in the Soviet Bloc, China and international communism. Attending these meetings would help the staff keep abreast of current research and analysis on communism and to maintain selected contacts in the academic community. We believe that this proposal, which we understand is receiving favorable consideration, has merit.

3. The School spends about 35% of its time on the Career Training Program in a course titled "Challenge of Worldwide Communism." This has been a four-week course, but one week is being eliminated as part of an over-all shortening of the Career Training Program. Another 30% is spent on Introduction to Communism, a one-week course required for all new professional employees. Other courses such as China Familiarization, Basic Country Survey: USSR, Communist Party Organization and Operations, and tutorial instruction for covert training students take about 25% of the staff's time.

4. About 10% is spent on outside presentations, mostly to the Foreign Service Institute, the Defense Intelligence School and the International Police Academy. These presentations do not require a great deal of additional preparation since they are based on lectures regularly given in existing Agency courses. These lectures, which do not mention Agency operations, are useful in maintaining cordial relations with other government agencies and also reflect favorably on the Agency's professionalism in the field of international Communism.

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5. In a normal year some instructors make occasional trips overseas to give lectures or courses. FY 1967 was unusual in that all of the instructors traveled abroad. The Chief of the School lectured in London to a seminar of U.S. Foreign Service Officers. [REDACTED]

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6. The School is well led by a highly competent chief who carries a full load of teaching in addition to his administrative duties. The instructors are well qualified substantively and are excellent teachers.

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OPERATIONS SCHOOL



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3. In addition to his supervisory duties, the last Chief of the School was also the chief instructor of the two-week Chiefs of Station Seminar. This seminar, which is a first-rate course, is required for operations officers who have been newly designated as chiefs of station or of base.

4. The Director of Training would like to have the new Chief of the School, when selected, continue as chief instructor of the Chiefs of Station Seminar, provided he is qualified by experience. This additional duty of instructing, however, interferes with his primary responsibility, which is managing the Operations School. Handling the Seminar requires considerable time to plan the schedule, to arrange for guest speakers, to monitor the running of the course, and to prepare reports on the course after its completion. As a result, the Chief of the School when running the Seminar is not able to concentrate on the management of the two large branches and the Training Assistance Staff that make up the Operations School.

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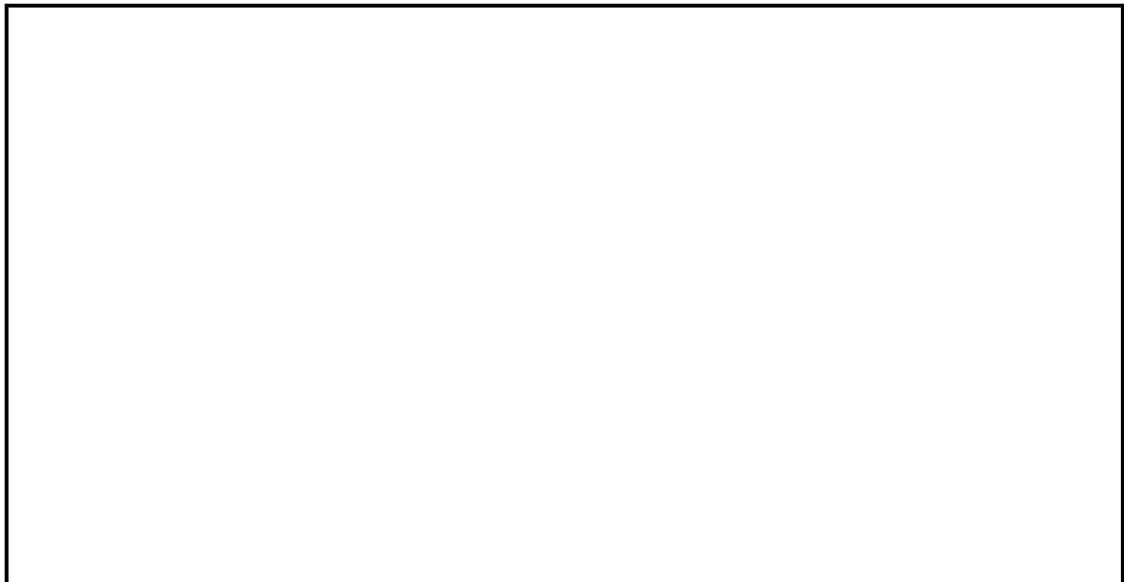
5. We realize that the Director of Training has difficulties in acquiring capable operations officers from the Clandestine Services to serve as instructors, and this difficulty often limits him in the selection of instructors for a particular course. But we believe that the management of the Operations School is best served if its head is not directly involved with running the Chiefs of Station Seminar, and we believe that the Director of Training should relieve the Chief of the School of this responsibility.

It is recommended that:

No. 9

The Director of Training relieve the Chief, Operations School, of the task of personally conducting the Chiefs of Station Seminar and assign that responsibility to a senior instructor of the Headquarters Training Branch.

Headquarters Training Branch



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7. The Branch is managed efficiently and the nine instructors are capable and dedicated. The Branch Chief has a training career designation and has served overseas

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with the Clandestine Services. Three of the nine instructors are career Clandestine Services officers. Six have their careers in OTR, but all have served with the Clandestine Services.

8. As a result of our interviews with Branch personnel, a review of course content, and discussions with consumers, we believe that the Branch is satisfactorily fulfilling its mission. Instructors are assigned to teach courses according to their operational experiences. [REDACTED]

Individual instructors maintain good contacts with staffs and desks in the Clandestine Services.

9. The Branch Chief reviews courses and branch functions and is planning a series of seminars on advanced tradecraft for senior officers in the Clandestine Services. This was decided upon after a survey of operations officers showed the need for this kind of instruction. The Branch Chief recently increased efficiency by eliminating the barrier between instructors in administrative procedures and operations instructors. Instructors were previously in separate faculties of administration and operations.

Training Assistance Staff

10. The Training Assistance Staff consists of two employees. Its responsibilities are to maintain a library of training materials related to Clandestine Services activities, to generate new training materials, and to make them available to consumers. The Staff was established in the mid-1950s.

[REDACTED]
responsibilities of the Staff. The workload was further reduced as a consequence of the move to Globe Road where fewer consumers can conveniently use the facilities. Additionally, the more experienced operations officers now being assigned to Training by the Clandestine Services rely on their own experiences and their contacts within the Clandestine Services as sources for training material.

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11. The Training Assistance Staff continues to procure material requested [redacted]

[redacted] by headquarters units, to provide some material [redacted] instructors going to the field, and to fulfill requirements of training personnel stationed overseas. At present it is generating little or no new training material. Essentially, its role has been reduced to that of a library operation--procuring, storing, and issuing training materials. As a library operation, we think it of marginal value. Little use is made by instructors of the collection of training materials; most of them prefer to deal directly with components of the Clandestine Services for instructional material and doctrinal guidance. Part of the difficulty lies in the way the library is organized and run. The filing and classification systems are inadequate. Much useful material is not catalogued. For perhaps valid reasons, instructors are not permitted in the library and are not allowed access to the card files.

12. We question whether there is any longer a need for a Training Assistance Staff functioning as a separate entity and reporting directly to the Chief, Operations School. Our recommendation No. 3 in an earlier section of this report is concerned with a review of OTR's library requirements. Since the function of the Training Assistance Staff is basically that of providing library services, we believe that review should be extended to include the operations of this Staff. We see merit in combining OTR's various library services in the headquarters area, or at least in bringing them under centralized administration.



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INTELLIGENCE SCHOOL

1. The Intelligence School is responsible for the presentation of briefings and orientation courses on the Agency and on the intelligence community, for a number of special purpose orientation-type courses, and for a variety of courses on research techniques and speaking and writing skills used in intelligence production and presentation. It also provides briefing support and maintains records on external briefings and talks given by officers of other components of the Agency. In some of the courses, particularly those of an essentially orientation character, a number of the individual presentations are given by guest speakers from outside OTR. We found the School a smoothly running unit with qualified personnel and generally high morale.

2. Major organizational changes since the 1960 Inspector General's Survey of the CIA Training Program include the transfer in 1962 of the Operations Support Faculty to the Operations School, and the transfer to the Support School in April 1966 of the Clerical Training Faculty and the Management Training Faculty. The functions of the former Orientation and Briefing Faculty and of the Intelligence Orientation Faculty were combined in July 1965 in the present Orientation and Briefing Faculty. The School at present has a personnel strength of 24 divided about equally between the Orientation and Briefing Faculty and the Intelligence Production Faculty.

3. Courses given by the Intelligence School account for five weeks of the basic orientation and training given all Career Trainees and also include a nine-week course designed primarily for Career Trainees entering the Directorate of Intelligence. While this survey was in progress, discussions were still going on regarding possible changes, including cuts, in the training program for Career Trainees as a result of recommendations in the Inspector General's 1967 Survey of the Career Training Program.

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Orientation and Briefing Faculty

4. Most of the training given by this faculty is conducted in the quarters on Glebe Road, although members of the faculty are frequently in Headquarters Building to give briefings or to participate in orientation and training programs. One member has an office in Headquarters Building and spends most of his time there.

5. Presentations of this faculty include the three-hour CIA Introduction, which is required for all new Agency employees; the two-week Introduction to Intelligence, which is required for all new Agency professionals except Career Trainees; and the Orientation to Intelligence for Career Trainees. Other courses include Instructor Training, Intelligence Review, JCS/DIA Orientation, Orientation for Overseas, and Vietnam Orientation.

6. This is the faculty that gives briefings, both within and outside the Agency, on the Agency itself and on the intelligence community as a whole. It also handles various group visits to the Agency. In the first half of 1967 special briefings averaged about 15 to 20 a month. Assignment to the Orientation and Briefing Faculty of responsibility for handling group visits to the Agency (a function previously handled in large part by the former Liaison Staff of what was the Office of Central Reference) imposed an additional time-consuming task on an already busy staff. The Director of Training is aware of the problem and ways of easing the burden are under study.

Intelligence Production Faculty

7. Four of the eight instructors in the Intelligence Production Faculty are on rotation from the Directorate of Intelligence; the others are OTR careerists. A contract instructor gives courses on effective speaking and conference techniques. Most of the training given by this faculty is conducted at Glebe Road, although some courses are given within the components requesting the training.

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8. Courses offered by the faculty include Geography of the USSR, Intelligence Briefing, Intelligence Production, Intelligence Research (Maps and Photointerpretation), Intelligence Research Techniques, Intelligence Techniques, and various writing workshops. Two of the courses given by the faculty are part of the training program for Career Trainees: the three-week Intelligence Techniques Course has been part of the basic training given all Career Trainees; the nine-week Intelligence Production Course has been primarily for Career Trainees entering the Directorate of Intelligence. Seventy-five percent or more of the faculty's time is devoted to instruction of Career Trainees.

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LANGUAGE TRAINING SCHOOL

NOTE: Fuller discussion of the Language Training School will be found at Tab A. The discussion there includes background material and detail which influenced our considerations and which will be of interest to the Office of Training, but which may not be of interest to all readers of this survey. In this present section we limit ourselves to a summary of our findings and recommendations.

Introduction

1. The Language Training School, with a staff of over one hundred, provides the bulk of the language training required by Agency staff and contract personnel in the Washington area. Its major non-teaching function is language-proficiency testing for the Agency. The School has done well with the resources it has. Some of the shortcomings we note below have, in part at least, been beyond the control of the School's management.

2. The rationale for maintenance of a sizable language-instructing faculty in the Agency has rested in the main on considerations of security and flexibility, and, to some extent, on evaluations of the content and quality of courses available outside the Agency. We believe the Agency's special needs do warrant the maintenance of a language-teaching facility, but we believe further study is needed on how large the facility should be.

Background

3. The Language Training School is a descendent of the Language Services Division, organized in late 1951. The present name was adopted in 1965. Altogether the School has trained nearly 11,000 Agency employees in more than 40 languages. Most of the training has been in part-time classes; although recent years have seen an increase in emphasis on full-time training. In FY 1967 the School had a total of 733

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students (283 full-time students, 416 part-time students, and 34 "tutorials"). The School has instructional capabilities in 51 languages; 18 of which it has a capability to give extensive full-time instruction. The Agency has been slow in setting and maintaining realistic and meaningful language requirements. This is in the process of being corrected as a result of the new language policy adopted in 1966.

Agency Language Policy

4. In 1965 a special Working Group was formed to examine the Agency's language program. It found "a widespread lack of essential discipline in the Agency's management of its foreign language program," and made a number of recommendations which were approved in February 1966. Pending revision of [] on the Agency's Language Development Program, [] 11 May 1966, was issued setting forth new goals of the CIA Foreign Language Development Program and calling for the directorates to spell out their requirements. Adoption of the new policy resulted almost immediately in an increased work load for the Language Training School. The number of its full-time students in FY 1967 was more than double the 1965 figure of 140 regular daytime students in full-time classes. Also, testing of employees' language proficiencies was stepped up sharply.

5. Reports prepared by the Chairman of the Agency's Language Development Committee (the chairman is the Deputy Director of Training) show that much has been accomplished since adoption of the new policy, but also that there is still some distance to go. There are some misgivings as to whether components have in all cases determined their language requirements on a realistic basis. Language training requirements can be expected to show a decided increase as implementation of the new policy proceeds.

6. We heard many and varying views on how much of its language training needs the Agency should try to meet internally. We doubt that anyone at present is in a position to determine an optimum size for the Language Training

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School. We believe the Language Development Committee should prepare guidelines, formulate policy proposals, and undertake studies as indicated in the following recommendation.

It is recommended that:

No. 17

The Director of Training request the Agency's Language Development Committee to:

- a. Prepare and issue guidelines on the planning of language training and the preparation of language training requirements.
- b. Formulate over-all policy proposals on the use of external language training as opposed to internal.
- c. Undertake on a priority basis studies designed to identify those languages in which the Language Training School should maintain an instructional capability and to determine the level of capability required in each such language.

Organization and Administration

7. The Chief of the Language Training School is both administrative and academic head of the School. The number of contract personnel varies; when we visited the School it had 94 persons under four different kinds of annually renewable contracts.

8. The School is organized into an Office of the Chief, a Language Faculty (with five language departments), a Testing and Tutorial Branch, and a Support Branch. When we first visited the School, no organizational chart was available. This organization has permitted flexibility in handling assignments and work loads, but it is too loose for efficient management. Employees describe the School as being one in which "everyone" works

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together and "pitches in" to get jobs done. One language department head, who conceded he was short on time for supervising, was spending considerable time compiling School statistics, and in addition was responsible for supervision of the School library. There was no head of the Language Faculty, although there is a need for one. One contract employee who functions as a department head when the chief is absent noted that his supervisory responsibility had never been clearly spelled out to him or to other employees. The lack of clearly defined responsibilities seemed characteristic of the School as a whole. Students consider the School weak in organization and administration and feel that closer supervision of contract instructors is needed. Communication among employees is deficient, especially between the staff and the contract employees. Both staff and contract personnel feel somewhat "out of things" in Rosslyn; senior OTR officials seldom visit the School.

9. Administrative weaknesses are attributable, in part, to a large increase in numbers of students and contract instructors without a comparable increase in the numbers of linguist supervisors and support personnel. The enrollment of full-time students has more than quadrupled in the last four years. The number of contract instructors has more than doubled since 1960. Yet, in seven years the size of the School staff has increased only from 19 to 21. We cannot say that the 1960 ratio of staff to students (and to contract instructors) was a proper one, but it is clearly out of balance now. Another factor contributing to administrative weakness is the sheer volume of paperwork. The School operates largely as an autonomous unit. We see no good reason why the Registrar Staff could not do some of this paperwork, as it does for other OTR schools. We found top levels of OTR generally aware of the administrative problems of the School. They and the School Chief were working at improvements, but more can and should be done.

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It is recommended that:

No. 18

The Director of Training include the following steps among the measures he is taking to improve management and administration of the Language Training School:

- a. Transfer from the Language Training School to the Registrar Staff those administrative and reporting functions that the Registrar Staff now performs for other OTR schools.
- b. Transfer to the staffing complement of the Language Training School positions for at least two more staff linguists and two more clerical/support personnel.
- c. Direct the Chief, Language Training School to ensure that closer supervision is maintained by staff linguists of the teaching done by contract instructors.
- d. Appoint a Chief of Language Faculty.
- e. Direct the Chief, Language Training School to delineate in writing the duties of contract personnel, particularly those with supervisory responsibilities.
- f. Require the holding of more frequent staff meetings in the Language Training School and within the individual language departments.
- g. Take the lead in establishing the practice of more frequent visits to the Language Training School by senior OTR officials.

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Contract Employees

10. Contract instructors are the "line" workers of the School. They give most of the actual language instruction and conduct most of the spoken language testing. Many assist in the preparation of course materials. Some serve as supervisors. Many are natives of foreign countries; nine are not U.S. citizens. We commend the School for having no more personnel problems than it has with this heterogeneous, largely female group.

11. The use of contract instead of staff employees in these positions is based on the need for native speakers in classroom instruction and for flexibility in meeting changing requirements. When we surveyed the School it had 24 full-time contract employees, 2 part-time contract employees, 55 persons under contract for pay on a when-actually-employed basis (WAE), and 13 independent contractors available for tutoring or other language work. At no single time are all actually working.

12. Making up a special grouping among the contract personnel are wives of Agency employees. At the time of our survey there were 35 of these, not counting three WAEs who were wives of full-time contract employees of the School. The other contract employees allege that "the wives" get special treatment from management and that some try to take advantage of their husbands' being Agency staff officers. Some of this criticism could be prevented if the School Chief carefully briefed wives before their employment on the delicacy of their positions and on the need for discretion to avoid giving cause of complaint. Wives now employed should also be briefed.

It is recommended that:

No. 19

The Director of Training instruct the Chief, Language Training School to have the wives of Agency employees hired as instructors at the Language Training School briefed carefully on their work and working conditions, with special attention to the relationship between these wives and the other contract personnel.

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13. Morale among the contract personnel is generally high as regards their work, but not so good as regards the terms of their employment and status with the Agency. They are concerned about job security, retirement provisions, and "status." Not all of the complaints are justified, and the bases of some were in large part removed by developments during our survey. When we first visited the School, contract personnel were not eligible for benefits of the Civil Service Retirement Act, the Federal Employees' Group Life Insurance Act, and the Federal Employees' Health Benefits Act. During our survey, Civil Service Regulations were amended so as to make U.S. citizen contract employees eligible for the benefits of these three basic acts.

14. We heard a number of critical comments, including those of students, regarding the qualifications of contract instructors. Our impression is that quality varies but that the group as a whole is qualified for present tasks. The School does have difficulty in recruiting and retaining qualified personnel and has at times been forced to accept less well qualified personnel than it would like. This is not surprising. More intensive instructor training would partially compensate for this. The vigor with which instructor training has been carried out has depended in large part on the various language departments. OTR policy has not always been strictly followed.

It is recommended that:

No. 20

The Director of Training require the Chief, Language Training School to ensure compliance with the policy of the Office of Training requiring teacher training for contract and staff instructors.

Courses and Classes

15. Most language training is given in the School's quarters in the Washington Building Annex of Arlington Towers in Rosslyn, although some classes are given in headquarters

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and at other sites, and full-time students generally spend a few days [redacted] Major emphasis is on the spoken language, and teaching for the most part is based on the modern audio-lingual method. The adequacy of course materials varies; basic policy is to use the best of what is available in Government or commercially and to supplement this as necessary. The School has prepared a number of its own courses. Programmed instruction and program-assisted instruction are being used to a limited extent.

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16. Effective use of modern language-teaching methods requires that classes be small in size; economical management requires that the student/teacher ratio be kept as high as possible. In the Language Training School the problem has not been one of limiting, but rather one of increasing the average size of classes. Many classes have only one or two students. This is due in part to the number of individual languages taught, and in part to the need for flexibility in meeting specific requirements. School discussions with Clandestine Services officials during our survey resulted in changes in course-scheduling procedures which should increase the average sizes of classes.

Testing and Proficiency Ratings

17. The School is currently giving language-proficiency tests at an annual rate of about 1,900 oral tests and 2,000 written or reading tests. Five proficiency ratings are currently in use: Slight, Elementary, Intermediate, High, and Native. The first four of these are sometimes modified by a plus (+) in the test reports, but the plus is not made a part of the rating carried in the machine-run Language Qualifications Register. The verbal ratings used are not fully descriptive of the requirements for obtaining them. The Department of State and other agencies use a numerical rating system, equivalent to ours except that the numerals 1 through 5 are used instead of verbal ratings. Each of the numerical ratings except 5 may be modified by a plus. We believe we would do well to adopt this system.

S E C R E T

It is recommended that:

No. 21

The Director of Training bring the language proficiency rating system into line with the numerical system used by the Department of State and propose changes in headquarters regulations to reflect this change and to define the numerical ratings in terms descriptive of the requirements for obtaining them.

Physical Facilities

18. The School is housed in what was once an automobile garage. A study prepared in 1966 by a contract consultant termed the building "very poorly designed for the task it must perform." We rate the quarters as adequate but not good. OTR has been trying to get the School relocated.

19. The School library needs improvement. When the Language Training School was part of the Language and Area School, the library was run by the Central Reference Service (then the Office of Central Reference). In 1965, when area studies were dropped, the Language Training School took over operation of the library, and the Central Reference Service took most of the general area studies books. We believe the library should again be managed by the Central Reference Service.

It is recommended that:

No. 22

The Director of Training:

a. Request the Director of Central Reference Service to resume operation of the Language Training School library.

b. Transfer one ceiling position from the Office of Training to Central Reference Service for this purpose.

S E C R E T

20. The School operates a language laboratory on the ground floor of Headquarters Building. More Headquarters personnel might use it if they were aware of what was offered and of the lack of red tape for use of the facility by any self-study student.

It is recommended that:

No. 23

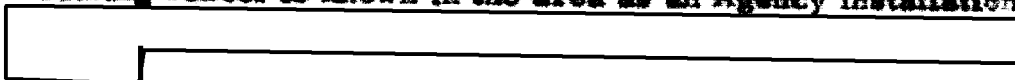
The Director of Training prepare a notice periodically for general distribution in Headquarters describing the facilities of the language laboratory and the hours of operation and soliciting comments and suggestions from employees on improvements which might add to its usefulness.



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Security

22. The Language Training School runs largely as an unclassified institution. No classified materials are used in the Rosslyn classrooms [redacted] All classified material at the Rosslyn installation is kept in the front offices, with access to safes limited to staff employees. The Language Training School is known in the area as an Agency installation.



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23. In August 1967, at the request of the Director of Training, a security survey of the School was initiated to consider all security and cover factors related to the language training program and to come up with ideas for improvements in present practices.

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SUPPORT SCHOOL

1. The Support School was established in April 1966 to bring together those courses not related to intelligence collection or production but of common concern to all components of the Agency and to house those courses of special concern to the Support Services. The Support School is divided into four components: the Management Training Faculty, the Clerical Training Faculty, the Support Services Faculty, and the Midcareer Executive Development Staff. The objectives of the courses of this school, which are determined by requirements from the consumers, are effectively met. The personnel are well qualified for their assignments; they carry a heavy workload; and morale is high.

2. The Support School has 27 personnel on duty. The Chief of the School has his office at Glebe Road. The three Faculties have a total of 20 instructors located at Glebe Road, Ames Building, and Magazine Building. Despite physical separation, the School's activities are well coordinated.

Management Training Faculty

3. The Management Training Faculty, located in the Magazine Building, provides courses in management and supervision, including orientation in automatic data processing. In FY 1962 and 1963 the Faculty, then part of the Intelligence School, gave nine courses; in FY 1967 it gave 23.

4. At the time of our survey of the Management Training Faculty, there were six persons on duty against a ceiling of five positions. There is no secretarial position provided for this Faculty. The availability of a summer clerical employee has enabled the Faculty to get through the first phases of a heavy schedule year, which includes

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giving courses simultaneously at [REDACTED]

[REDACTED] Glebe Road, and Magazine Building. The five instructors, one training assistant, and a secretary are needed to meet the existing obligations of the Faculty. There is only one officer qualified to present the Automatic Data Processing Orientation and there is no one available to backstop him.

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It is recommended that:

No. 24

The Director of Training arrange with the Office of Computer Services to provide back-stopping of the Management Training Faculty in Automatic Data Processing instruction.

5. The Management Training Faculty offers four courses on a regular basis: Supervision, Management, the Managerial Grid, and ADP Orientation. A follow-on course, Systems Development Process, deals in actual ADP techniques and is given only as required. In addition, the Faculty is developing with a consulting firm a course for senior Agency officials in Planning, Programming, and Budgeting to meet objectives established by the Deputy Director for Support and the Office of Planning, Programming, and Budgeting.

6. The Faculty maintains a small working library for instructors of books, periodicals, and training films on management. The collection is pertinent and kept up to date. The library is available to the Agency in general but gets limited use because of its location in the Magazine Building. This library should be continued as an integral part of the Faculty structure, but as discussed in our section on Management and Organization we believe its relationship to OTR's other libraries should be reviewed by a professional librarian.

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Clerical Training Faculty

7. The Clerical Training Faculty, located in the Ames Building, provides programs for clerical personnel and administers qualifications tests for clerical skills. In addition, this Faculty can satisfy special requirements; such as, night courses to meet rush deadlines for field assignment or special typing instructions for Career Trainees. The Faculty consists of a Chief, eight instructors ranging from GS-7 to GS-11, and two training assistants, all of whom participate in instructing and in testing clerical personnel. We question whether the grade structure properly equates with responsibilities. We believe that the Position Management and Compensation Division of the Office of Personnel should conduct a classification survey of the Clerical Training Faculty. The last complete survey of the Faculty was done in 1959.

It is recommended that:

No. 25

The Director of Training request the Director of Personnel to schedule an early classification survey of the Clerical Training Faculty.

8. The new quarters of Clerical Training in the Ames Building are well laid out. Equipment is of excellent quality. The instructors are hampered, however, by the fact that the Agency has no manuals on correspondence or on mailing procedures. A concurrent Inspector General study of the security of the Agency's courier systems identified the lack of such manuals as an impediment to more secure and more efficient operation of the courier systems. Production of both manuals has been under consideration for years. We think it important that they be published as soon as possible.

S E C R E T

It is recommended that:

No. 26

The Deputy Director for Support direct that action be taken to hasten the completion of Agency manuals on correspondence and mailing procedures.

Support Services Faculty

9. The Support Services Faculty provides training to meet the requirements of the Support Services in finance, logistics, and general support. Course objectives are tailored to consumer requirements, and instruction is given by Support Services careerists.

Midcareer Executive Development Staff

10. The Midcareer Executive Development Staff manages the Midcareer Executive Development Course for officers participating in the Agency's Midcareer Training Program. The Staff conducts four six-week courses a year. The objectives of the course are directed at improving management practices and broadening students' knowledge of the Agency, of the intelligence community, and of the U. S. Government's involvement in international affairs. The course is well received by the participants and is highly regarded by Agency operating components.

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LANGUAGE TRAINING SCHOOL

Introduction

1. The Language Training School, with obligations of [] for FY 1967, has a staff of over one hundred, the largest in OTR [] Its main function is the providing of in-house language training geared to meet the needs of Agency personnel; it today provides the bulk of language training required by Agency staff and contract personnel in the Washington area. Its major non-teaching function is the provision of language-proficiency testing services for the Agency. The Agency's adoption in 1966 of a new language policy in effect projected sizable increases in both the teaching and testing workloads. The impact of the testing increase has already been felt; the full impact of the expected increase in teaching is yet to come.

2. Other functions of the Language Training School include advising on language matters both within the Agency and with other Government agencies; serving as secretariat for the Agency's Language Development Committee; and meeting occasional requests from operating components for transliterating, translating, and interpreting services. The School operates two language laboratories (one at the School's quarters in Rosslyn and one in Headquarters Building), maintains a library of language and general area books, and supplies tape recordings and text materials in support of training activities in the field. It also provides on-site supervision and personnel for work on a Clandestine Services Systems Group Name-Grouping Project.

3. The rationale for maintenance of a sizable language-instructing faculty, in an area where there are a number of Government and private language schools, has rested in the main on considerations of security and flexibility, and, to some extent, on evaluations of the content and quality of

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courses available outside the Agency. In the early 1950s the Agency relied almost exclusively on external training for development of language proficiencies. Although the Language Training School to some extent today duplicates facilities available elsewhere in the Government, we believe the Agency's special needs do warrant the retention of its own language-teaching facility. As we note below, however, we believe further study is needed on how large this facility should be.

4. In our survey of the Language Training School, we talked with most of the Agency staff employees of the School, a number of the contract employees, and a random sampling of students; and, for purposes of comparison, we visited the School of Language Studies at the Foreign Service Institute of the Department of State. We also sought the opinions of a number of officials in the operating components. In general we believe that the Language Training School has performed well in the past with the resources at its command. This was likewise the conclusion of a study of the School undertaken in 1966 by a contract consultant as part of the Instructional Systems Survey discussed earlier in our survey. The Agency staff employees appear qualified; morale at the School appears generally high (except, as we will note below, among some of the contract employees on certain issues); and the Chief of the School and his staff have demonstrated a commendable flexibility in adapting to varying workloads and requirements. Some of the minus factors which we found and which we treat in detail later on in this section have in part been beyond the control of the School's management.

5. The size of the supervisory staff has remained fairly constant, whereas the numbers of students and contract instructors have increased considerably. We believe that a better balance is needed to allow for adequate supervision and handling of class instruction and to provide for better management. Efficient administration of the school could be improved by more attention being given in the operating components of the Agency to training requirements and

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projections of such requirements. The status of the contract employees has not always been in line with the best possible employer-employee relationships; some improvement on this occurred during the course of our survey. The quarters occupied by the Language Training School is what was once a garage at Arlington Towers are far from ideal, and are not of a size to permit the School to increase significantly its number of classes there. The library operated by the School should be improved.

Background

6. The Language Training School is a descendent of the Language Services Division which was first organized in the Office of Training in late 1951. The name was changed in 1955 to Language and External Training School, and then, with the addition of area training as a responsibility in 1955, to Language and Area School. Area training was dropped in 1965, and the present name of the School was adopted.

7. Originally only a small amount of language instruction was given internally, and that only in part-time classes. All full-time language students were sent to external facilities such as the Foreign Service Institute and private universities. In 1955 it was determined that major dependence on external language training posed problems of security, control of the content of courses, and availability of suitable instruction; and a decision was made to develop capabilities to give language training within the Agency. The first full-time classes in language training were given in September 1955. Thus far, the School has trained nearly 11,000 Agency employees in a total of over 40 languages. The bulk of the instruction over the years has been in part-time classes; over 3,000 were trained in the now-suspended Voluntary Language Training Program. The past couple of years have seen an increase in emphasis on and appreciation of full-time language training.

8. When we first visited the School the student body numbered 291; of these, 111 were full-time students in ☐

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classes, 162 were part-time students in 69 classes, and 18 were persons being given tutorial instruction outside the school or in off-duty hours. In all of fiscal 1967 the School had a total of 733 students; of these, 283 were full-time students, 416 were part-time students, and 34 were "tutorials." For comparison, in fiscal 1967 the Agency had only 11 employees enrolled for full-time language training at the Foreign Service Institute, and, for the first time in years, had none at the Defense Language School at Monterey. The only other full-time or nearly full-time external language training in the U.S. was that of 13 employees, three of them outside the Washington area, enrolled for varying lengths of time at commercial institutions. This level of external language training was considerably below that of earlier years; the drop was largely the result of a policy decision by the Clandestine Services that henceforth all Agency language training in the U.S. for the Clandestine Services will be sought at the Language Training School unless a waiver is obtained for purposes of cover or on other grounds.

9. At the present time the Language Training School has instructional capabilities in 51 languages--a capability to give extensive full-time instruction in 18 languages, from Arabic to Vietnamese, and a capability to give limited amounts of instruction in 33 languages, from Afrikaans to Uzbek.

10. The Agency has been slow in setting and maintaining realistic and meaningful language requirements; and the Language Training School has been "forced to plan against question marks." This situation is in the process of being corrected as a result of the new language policy adopted by the Agency in 1966. We review this next because of its importance in any consideration of the Agency's language school.

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Agency Language Policy

11. In 1965 the Deputy Director for Support, at the request of the Deputy Director of Central Intelligence, formed a special Working Group, which included a representative from each of the directorates and advisers from the Offices of Personnel and Training, to examine the Agency's foreign language program and develop recommendations to strengthen it. The Working Group commented in its report:

As others before, notably the Inspector General in his 1960 survey of the CIA Training Program, the Working Group found a widespread lack of essential discipline in the Agency's management of its foreign language program. This lack of discipline stems in large part, we believe, from two prominent defects in CIA's present language policies as they appear in [] and related instructions: first, the obvious lack of specificity which blurs the intent of policies and side-steps the detailed guidelines so necessary for their effective administration; second, the failure to provide adequately for centralized monitoring and staff supervision of the Agency's conduct of its language program.

The recommendations of the Working Group were approved by the Deputy Director of Central Intelligence on 1 February 1966. Pending revision of [] on the Agency's Language Development Program, [] 11 May 1966, was issued spelling out the following goals of the CIA Foreign Language Development Program:

a. By 31 December 1970 professional employees designated by their Directorates as serving in "foreign service" career fields will be expected to possess a fully useful speaking proficiency (intermediate or higher) in at least one foreign language.

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b. After 31 December 1970 personnel assigned to positions for which specific language requirements have been established will be expected to possess the requisite language competence unless an exception is agreed upon on an individual basis by the responsible Operating Official and Head of Career Service.

c. Effective immediately all professional employees, as designated by Operating Officials, will be expected to possess at the time they arrive overseas or to acquire in the first six months after they arrive at least a speaking proficiency at a "courtesy" level. Nonprofessional employees and wives of employees serving abroad will be encouraged to acquire "courtesy" levels of proficiency; training will be provided in approved cases at Agency expense. In the United States, language training for nonprofessional employees and wives of employees serving abroad will be limited to that given by the Language School, OTR, unless otherwise approved by the Operating Official concerned.

also called for each Deputy Director to prepare, and to update at least annually, a "statement of his foreign language requirements, showing the positions or proportion of positions in each component which require language competence and the specific languages and proficiency levels involved," and also called for the Deputy Directors to furnish "statements of their language training requirements" to the Director of Training. The program "also requires that employees claiming foreign language skills be tested for these skills and that employees possessing skills below the native level shall be tested every three years."

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12. Adoption of the new language policy resulted almost immediately in an increased workload for the Language Training School. In fiscal 1965 the School had 140 regular daytime students in full-time classes; in

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fiscal 1967 the number of full-time students was 283. Testing of Agency employees' language proficiencies was stepped up sharply in 1966, and the School is currently giving proficiency tests at an annual rate of about 1,900 oral tests and 2,000 written or reading tests.

13. Reports prepared by the Chairman of the Agency's Language Development Committee show much has been accomplished since adoption of the new language policy. As a result of the stepped-up testing program the Agency's inventory of language skills, the Language Qualifications Register, is now based for the most part on tested rather than claimed proficiencies. Also, the individual components of the Agency have determined and reported the positions or numbers thereof for which a language proficiency is required. There remain some misgivings within the Language Development Committee as to whether the language requirements have in all cases been determined on a realistic basis, and problems are admitted on how to handle questions of double accounting (e.g., one man with proficiencies in two language appears statistically, despite his lack of bilocation, to balance the books for two language-required positions) and actual availability of language-equipped individuals for language-required assignments. These problems are under study. What does come out clearly from these reports is that some components of the Agency, notably the Clandestine Services, are far short of language skills to meet their own statements of language requirements, and that, therefore, training requirements can be expected to show a notable increase as implementation of the new language policy proceeds. All in all, we believe that noteworthy progress has been made in implementation of the language policy, that there is still some distance to go, and that it is still too early to reach firm conclusions on the optimum size of staff and quarters for the Language Training School.

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14. The Agency's Committee for Language Development, chaired by the Deputy Director of Training and consisting of one representative from each of the directorates, is charged by [] with reviewing and recommending policies and procedures for the Language Development Program. This committee would seem to be the appropriate body for undertaking studies on some of the problems we note below. During our survey we heard varying views and expressions of uncertainty as to whether the Language Training School should concentrate on and strengthen its capabilities in fewer languages or more, and whether external facilities, commercial as well as government, should be used more or less. The answers to such questions lie first of all in the requirements of the operating components of the Agency. We discussed this with the Chairman of the Language Development Committee, and we believe that committee should prepare guidelines for the operating components on planning language training and preparation of language training requirements, formulate over-all policy proposals on the use of external language training as opposed to internal, and undertake priority studies to determine in what specific languages the Agency should maintain a continuing instructional capability and the level of that capability in each case.

Organization and Administration

15. The Chief of the Language Training School is both administrative and academic head of the School. The School has a total of 22 T/O positions, one of which is occupied by a full-time contract employee. The number of contract personnel varies. When we visited the School it had a total of 94 persons under four different kinds of annually renewable contracts; of these, 24 were full-time.

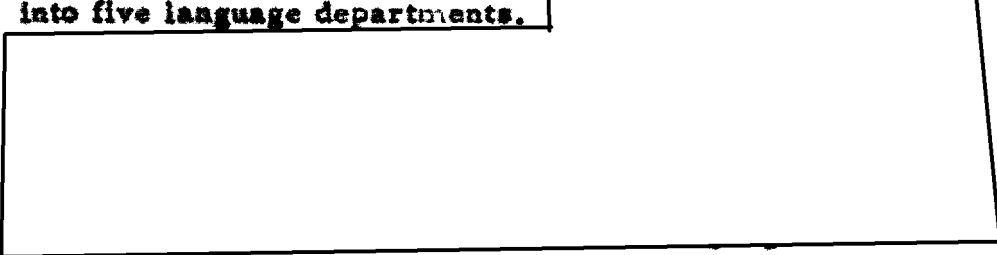
16. The staff employees include six scientific linguists who supervise language instruction and the preparation of course material, prepare course material, and give some instruction. In addition, one staff employee instructs Russian reading courses; one administers the testing program; one administers the tutorial training program and maintains a number of school records, and one is chief of support.

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17. The School is organized into an Office of the Chief, a Language Faculty, a Testing and Tutorial Branch, and a Support Branch. The Language Faculty is divided into five language departments.



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18. We believe the organization is too loose for efficient management. When we first visited the School, no organizational chart was available. When we were later provided such a chart, an official of the School admitted that it in part represented more what ought to be than what was. Various members of the School told us that "everyone works together" and "pitches in to get jobs done." While this contributes to flexibility, the impression we got was one of less than clear definition of who was responsible for what. The head of one of the language departments, who conceded he was short on time for supervising instruction, was spending a great deal of time working on school statistics, and in addition had responsibility for supervision of the School library. There was no head of the Language Faculty. The Career Trainee assigned to the School was being used to prepare statistical and other reports. One contract employee who functions as head of a department when the staff department chief is absent had never had his supervisory responsibility clearly spelled out to him or to the other School employees.

19. The language departments had no clerical personnel of their own, but had, as did the Support Chief, to rely entirely on clerical employees pooled at the School front office. Many of the students we talked with gave us their impression that the School was weak in organization and administration and that closer supervision of contract instructors was needed. We also noted what seemed to us insufficient communication among the School employees, especially between the staff and the contract employees.

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20. Administrative weaknesses of the School are attributable in part, we believe, to the growth of the School without comparable growth in the number of linguist supervisors and support personnel. The number of full-time language students has more than quadrupled in the last four years. In 1960 the School had 19 staff personnel, including 7 staff linguists. When we surveyed the School it had 21 staff personnel, including 8 staff linguists; but from 1960 to the present the number of contract instructors has considerably more than doubled.

21. A contributing factor here is the fact that the Language Training School has operated largely as an autonomous unit within the OTR. The School has been forming its own classes and keeping its own records, and in part doing work which in the case of the other OTR schools is done in the Registrar Staff. We found that the Registrar Staff could provide us a clear picture of the training in OTR schools--who is taking what and when at any given time--except for the Language Training School. Many of the Language Training School members complained of the amount of time they had to spend on keeping records and preparing reports; we believe that some of this work could more easily be done in the Registrar Staff.

22. We found that top levels of OTR were aware of administrative weaknesses in the Language Training School. They as well as the Chief of the Language Training School were taking steps to improve the situation and during our survey an additional administrative officer was assigned to the School. We believe, however, that the School should be strengthened further.

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Contract Employees

23. Contract instructors are the "line" workers of the Language Training School. They provide the bulk of actual language instruction and conduct most of the spoken language testing. Many of them assist in the preparation of course materials. Some of them serve as supervisors. Many of them are natives of foreign countries; nine are not U.S. citizens. This polyglot, polygenetic group was also described to us in other terms--highly temperamental, caste conscious, overly female, imbalanced with "wives," intermarried, etc.--and we commend the Language School that it has had as few "international" problems as it has had with this mixed group.

24. The use of contract instead of staff employees in these positions is based on the need for native speakers in classroom instruction and on the need for flexibility in meeting changing requirements. An instructor in German cannot be asked to take over a class in Chinese should the need for German lessons drop. The training requirements in a number of languages are much too small to warrant the employment of instructors on a full-time basis.

25. Contract instructors do not occupy ceiling slots. The full-time and part-time contract employees formerly did so, but in 1965 a project was approved moving them out of Table of Organization positions. The then Deputy Director for Support stated in proposing the change: "The manpower expended for language under this flexible approach would expand and contract as requirements fluctuate. In this fashion the proposal offers an opportunity for significant savings through more efficient utilization of personnel and better management of the Agency's language training resources." The flexibility envisaged has been in part more apparent than real; some of the contract employees, particularly among those employed on a full-time basis, are long-term employees, and it is a bureaucratic reality that they cannot always be easily terminated. On the other hand, the flexibility has been generally real among the other contract personnel.

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26. The number of persons under contract at the Language School fluctuates. When we surveyed the School it had 24 full-time contract employees, 2 part-time contract employees, 55 persons under contract for pay on a when-actually-employed basis (WAEs), and 13 independent contractors (ICs) available for tutoring or other language work. (Properly speaking, the ICs are not employees, but are persons contracted with for their services only; the other contract personnel are employees in the proper sense of the word.) The pay of the full-time contract employees ranged from that of a GS-7, step 1, to that of a GS-12, step 6. The pay of the WAEs and ICs ranged from \$3.00 to \$4.75 per hour, with an average of \$3.48 per hour. (Language instructors at State performing duties similar to those of our WAEs and ICs are paid on the average at the level of GS-7, step 4, that is, \$3.41 per hour.)

27. At no single time are all of the contract personnel actually employed. We reviewed the WAE and IC payrolls over a six-month period (December 1966-May 1967) and found the average number used per month was 42 WAEs and 6 ICs. The number of hours worked by an individual WAE or IC in this period ranged from 5 hours a month to over 170 hours a month. The payroll for WAEs and ICs averaged \$16,451 per month (\$15,082 for WAEs; \$1,369 for ICs); of this amount a monthly average of \$2,812 was reimbursable by the Clandestine Services to the Language Training School (\$2,032 for work on the Clandestine Services Systems Group Name-Grouping Project and \$780 for special instruction projects).

28. Two of the contract personnel neither give language instruction nor conduct language testing. One is a full-time contract employee who occupies a Table of Organization position and runs the language laboratory at the School headquarters. The other is a WAE who has been used for the most part to assist in the duplication of tapes.

29. Making up a special grouping among the contract personnel are wives of Agency employees. At the time of our survey there were 35 wives of Agency employees among

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the contract personnel, not counting three WAEs who were wives of full-time contract employees of the Language Training School. It is frequently easier and faster to obtain Office of Security approval for hiring wives of Agency employees than for hiring other outside personnel. Moreover, wives of Agency employees usually understand better the Agency and its needs, and are frequently willing to work the odd hours sometimes required.

30. Morale among the contract personnel at the Language Training School is generally high as regards their work, but not so good as regards the terms of their employment and status with the Agency. We heard a number of complaints about the lack of job security and adequate retirement provisions, plus additional complaints about the lack of "status" on the part of the contract personnel and the lack of understanding on the part of staff personnel of the employee relationship of the contract personnel. Not all the complaints were justified. We found senior School officials very much concerned with the interests of their contract employees, whom we found, however, not fully aware of the efforts being made on their behalf. The bases of some of the complaints we heard were in large part removed by developments during the course of our survey.

31. When we first visited the Language Training School, all of the contracts were of the annually renewable type. The full-time and part-time contract employees received annual and sick leave and legislative pay increases, had Social Security payments deducted from their salaries, and were eligible for Workmen's Compensation benefits. The WAEs did not receive leave, but were eligible for Social Security and Workmen's Compensation benefits. The ICs, as noted above, are properly speaking not employees. None of the contract personnel were eligible for benefits of the Civil Service Retirement Act, the Federal Employees' Group Life Insurance Act, and the Federal Employees' Health Benefits Act.

32. During the course of our survey, and largely as the result of earlier action by the Agency's Office of Personnel,

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Civil Service regulations were amended so as to make U.S. citizen contract employees eligible for the benefits of the three basic Acts mentioned above. While this will improve the situation of most of the full-time and part-time contract personnel and of those WAEs for whom regular tours of duty can be arranged, the regulatory change was prospective only (it does not provide for retirement credit for past service) and does not apply to resident aliens. The Office of Personnel is trying to remedy this, but sees little likelihood of any early additional changes in the Civil Service regulations.

33. Some of the Language Training School contract personnel are long-term employees, the associations with the Agency going back as far as 18 years. Eight of the full-time contract employees have been full-time contract employees at the School for nearly ten years or more. Renewal of contracts year after year, particularly if, and as seems to have been the case, the contract renewal is allowed to become a fairly routine matter, sometimes results in employee belief that more of an employer-employee relationship exists in fact than exists on paper.

34. Some of the WAEs would like to become full-time contract employees. In our review of the WAE and IC payrolls over a six-month period we found that during the period checked 14 had worked on the average more than 120 hours per month. Nine of these 14 had averaged over 130 hours a month; six had averaged over 140 hours a month; four had averaged over 150 hours a month; two had averaged over 160 hours a month. It seemed to us that some of these WAEs could be put on a full-time status or into a part-time status with regular tours of duty so that they could qualify for leave and other "fringe benefits."

35. We discussed this with the Language Training School and with the Contract Personnel Division of the Office of Personnel, and during our survey steps were being taken to consider changes in the status of some of the WAEs. We note that during our visit to the Foreign Service Institute, the Dean of the School of Language Studies told us that they, as a matter of principle, try to bring their contract employees

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as soon as possible into a status where they can enjoy fringe benefits. This is a sound approach, and we believe the Agency's policy on contract personnel should be such as to allow this without loss of flexibility on terminating contract personnel when the need disappears.

36. We noted above our impression that the renewal of contracts, which are frequently signed by the Language Training School contract employee with his immediate supervisor as witness, has been allowed to become too routine a matter, with the result that the contract employee over the years acquires assumptions regarding his tenure and his employee status that go beyond the letter of his contract. It is wrong to allow these assumptions to continue. The removal of the contract-renewal procedure from the immediate chain of command, possibly to the OTR Support Staff or to the Contract Personnel Division, and the use of the renewal as an occasion for making doubly sure the employee is fully aware of his rights, obligations, and employee status, would improve this situation.

37. As we have also indicated, in some cases the type of contract chosen has not been the most suitable. We note that the Contract Personnel Division works closely with OTR, and in fact actually prepares the contracts for contract personnel of the Language Training School. The Contract Personnel Division, however, is not always in possession of all necessary details on planned use of contract personnel to determine the most appropriate type of contract in a given case, and the provision of advice on selecting the best type of contract to fit a specific situation has usually been dependent on an OTR request. OTR could fruitfully make greater use than it has in the past of the expertise available in the Office of Personnel.

38. The Language Training School has set 70 as the mandatory age for retirement of its contract employees. (revised 29 May 1967) states as policy that the Agency "encourages employees to retire voluntarily upon reaching age 60 or as soon thereafter as they are eligible

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for optional retirement under the Civil Service Retirement System." The contract employees should not be deprived of available "fringe benefits" simply because they are contract employees; neither should contract employees be given benefits simply because they are contract employees. Regarding the full-time contract employees at least, it would at first blush seem reasonable to have the same policy on retirement as for staff employees.

39. During our survey we heard a number of critical comments, both within the Language Training School and from students, regarding the inadequacy of supervision by the staff linguists and the qualifications of some of the contract instructors. There are some weaknesses in supervision at the school. On the linguistic and teaching abilities of the contract instructors we find it difficult to comment in detail. Our over-all impression after a number of interviews is that while quality varies, the group as a whole is adequately qualified for present tasks. With the current trend toward adoption of more sophisticated methods of instruction, it may well be that the School will have to give more attention to instructor training. Steps now under way to improve management at the School will eliminate the bases for many of the complaints we heard from students. The School does have difficulty in recruiting and retaining qualified personnel, and School officials concede they have at times been forced to accept less than perfection. We also found that School officials shared our concern at the heavy percentage of females among the contract employees (51 of the 55 WAEs were females) and the consequent danger of "too feminine" courses of instruction. As a matter of policy, the School would like to have at least one male instructor in each of the languages taught.

40. Early in 1967, in response to an Inspector General recommendation stemming from investigation of a complaint by a contract employee whose contract was being allowed to expire without renewal, OTR arranged for all prospective full-time contract instructors to be given pre-employment testing by the Assessment and Evaluation Staff.

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On the training of instructors, we are not convinced that enough has yet been done. We note that the study of the Language Training School by a contract consultant in 1966 resulted in a recommendation that "some form of teacher training for new WAE personnel be mandatory." An OTR memorandum commenting on this recommendation stated that teacher training was already mandatory. From our interviews with the School staff, we get the impression that the vigor with which this policy has been implemented has in large part depended on the heads of the various language departments and that the policy has not always been strictly adhered to. During our survey we found that no instructor training courses had been run for seven months. Whatever differences there may be here between policy and practice should be removed by the improvement in management now under way.

41. Regular periodic fitness reports are prepared in the Language Training School on all full-time contract employees, but evaluations of the WAEs are made only on a more informal basis. We see no need for formal fitness reports on WAEs and ICs who are used only sporadically and for short periods of time. We believe, however, that both in the interest of sound management and as evidence for the employee of the employer's interest, fitness reports should be prepared on WAEs who regularly work a substantial number of hours each month. We have been assured by the Deputy Director of Training that this will be done.

Courses and Classes

42. Most of the language training is given in the Language Training School quarters in the Washington Building Annex of Arlington Towers in Rosslyn, although some classes are given in headquarters and other sites, and full-time students generally spend a few days at the training facility at Warrenton. The School runs a highly varied program of full-time and part-time courses, ranging from 12-month, full-time intensive training to familiarization courses of relatively few hours. Major emphasis is on teaching the spoken

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language, with reading a secondary objective, though courses are also given in reading and other skills, as, for example, transliteration of Chinese. During the spring of 1967 the School had an average of students enrolled, studying 22 languages; about 40% of the students were in full-time training. (The School of Language Studies at the Foreign Service Institute has about 700 students at any given time here in the Washington area; about 550 of these are full-time students.)

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43. Full-time training consists of four to five hours a day of live instruction interspersed with preparation periods, many of which the student spends in the language laboratory using tapes. Part-time classes vary considerably in format; most of these meet three times a week for two hours, in addition to which the student is expected to spend some time in the laboratory.

44. Teaching for the most part is based essentially on the audio-lingual method. This involves dialogue presentation and memorization and variation drills (under the native speakers, the contract instructors), grammar presentation (by the school linguists), use of tapes, controlled conversations, playing of roles, and so forth. A 1966 study prepared by a contract consultant stated that the School's teaching method was a highly sophisticated version of the audio-lingual method and that there does not appear to be a system better suited to the task. The study also commented favorably on the concept that permits the instructor freedom to innovate in his curriculum.

45. Course materials used in the different languages vary considerably. Basic policy is to use the best of what is available within the Government or commercially, and to supplement this as necessary. The School has prepared a number of its own courses. Programmed instruction and program-assisted instruction (PAI) is in use in some of the courses. This is a relatively new field and more experimentation is necessary before the full usefulness of this approach can be known. Some PAI material is being prepared at the School. In April 1967 a contract was signed with a private

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firm (funds were provided by the Office of Research and Development of the Directorate of Science and Technology) for the preparation of several units of PAI instruction for use in a basic Vietnamese course.

46. Two points in particular struck us regarding the preparation of course materials: (a) the time spent on preparing materials which, so it would seem to the nonspecialist, "ought" to exist in suitable form already; and (b) the apparent duplication of effort in the Government in the preparation of language-training materials. We questioned a number of people in OTR on these two points, and we asked the same questions at the Foreign Service Institute. We were told that some of the courses which "ought" to exist, do not exist, and that even in some of the relatively common world languages, taught at many schools both public and private in this area, course materials completely adaptable to our use have not been found. Many of the commercially available courses are unsatisfactory.

47. Regarding the apparent duplication of effort, the Dean of the Foreign Service Institute School of Language Studies gave us an illustrative example. He noted that the military had developed a 1,200-hour course in Czech, a course the same length as State gives. He admitted that a Foreign Service Institute student could take the military course and learn Czech. However, he said the drill exercises were considerably different, and that if the FSI students were forced to spend six hours a day repeating military dialogues the school might have a "rebellion" on its hands. The goals of the two courses are different. We doubt the "rebellion," but we accept the general argument.

48. Effective use of modern language-teaching methods requires that classes be small in size; economical management requires that the student/teacher ratio be kept as high as possible. The Foreign Service Institute School of Language Studies normally limits the size of a class to six. In our Language Training School the problem has not been one of limiting the size of classes, but rather one of increasing the AVERAGE number of students per class to a more economical level.

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49. Figures compiled by the contract consultant show that the average number of students per class at the Language Training School was 1.9 in FY 1965 and 1.8 in FY 1966. We checked the list of full-time basic courses in Spanish and French begun in FY 1966 and found there were 19 classes, ranging in size from one to six students each, for a total of 34 students. French courses begun in FY 1966 totaled 49 (not counting four "courtesy level" courses), with a total of 71 students; one class had eight students, three had three students, nine had two, and there were 36 "classes" of only one student each. Looked at from the viewpoint of the efficiency expert alone, these figures are poor. Yet the raw statistics do not tell the complete story. In many cases the School has adapted its class structure and dates of instruction to meet the training requirements of the individual and of the operating components, e.g., by giving a student with some language knowledge special instruction instead of incorporating him into a class of new students; by starting a new class, even though one was started only a month earlier and another is scheduled to start a month or so hence, in order to take care of an individual going abroad who requires instruction immediately. We found that for the 88 classes which were under way on 23 June 1967 there had been 48 different starting dates.

50. Flexibility is one of the justifications for maintenance of a sizable language facility within the Agency. This flexibility militates against management efficiency. Though we believe there can be improvement, we do not consider it reasonable ever to expect a complete resolution of this flexibility/efficiency conflict. We found OTR and the Language Training School fully aware of the situation and working to improve it. School discussions with Clandestine Services officials during the course of our survey resulted in agreement on changes in course-scheduling procedures which should improve the class-size averages.

51. We heard a number of references to a "drop-out" problem at the School. This we found less serious than at first indicated. Of 460 new full-time and part-time students

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in classes which began in FY 1966, 127 did not complete their scheduled training. We did not investigate the reasons for all the "drop-outs," but we found in our interviews such reasonable explanations of some as change in assignment and press of work in the student's home office. Moreover, we found that many of the 127 "drop-outs" had completed substantial portions of their scheduled training.

52. A complaint we heard frequently from part-time students at the School had to do with the amount of time involved in going to and from Rosslyn for each class of instruction. This is a fact of life. OTR has little space in Headquarters Building, and at the present time no classrooms there for language instruction. Most of the contract instructors lack security clearances for unescorted access to Headquarters Building. Some part-time language instruction is given at Headquarters, for the most part in space provided for the purpose by the components to whom the students belong. In view of the Agency's current language policy, we believe it reasonable to anticipate that requests for part-time, brush-up language training, some of it in off-duty hours and much of it at Headquarters Building, will increase. We have discussed this with the Chairman of the Agency's Language Development Committee, and the problem of mating resources and requirements is under study.

Testing and Proficiency Ratings

53. Reference has already been made to the Language Training School's responsibility for the giving of language proficiency tests, and to the current annual testing rate. In 1966 a total of 1,700 oral tests were given; this included tests given to new employees, to old employees with new proficiency claims, and to Language Training School students. In 1967 the School began the retesting of all employees whose previous tests had showed less than Native proficiency and were three or more years old. We reviewed the oral and reading and writing tests and found them courteously given and well handled.

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54. Five proficiency ratings are currently in use: Slight, Elementary, Intermediate, High, Native. The first four of these are sometimes modified by a plus (+) in the test reports, but the plus is not made a part of the rating carried in the machine-run Language Qualifications Register. The verbal ratings used are not fully descriptive of the requirement for obtaining them. To obtain an Elementary rating in speaking a foreign language a person is expected to be able to handle most social situations including introductions and casual conversations about current events, work, family, and autobiographical detail, and to be able to handle limited business requirements. To obtain an Intermediate rating a person is expected to be able to participate effectively in all general conversation and to discuss particular interests with reasonable ease, with comprehension complete for normal rates of speech and a vocabulary broad enough that he rarely has to grope for a word. We heard some complaints about the rating system. Most of these revolved around questions of pride--e.g., a student found that an Elementary rating left his supervisor with the impression that said student had acquired a proficiency that was only elementary in the commonest extension of the word. We view this problem as not serious, yet worth attention. The Department of State and other agencies use a numerical rating system, equivalent to our own except that the numerals 1 through 5 are used instead of verbal ratings. Thus 1 is equivalent to our Slight, 2 is equivalent to our Elementary, and so on. Each of the numerical ratings except 5 may be modified by a plus (+), indicating that proficiency substantially exceeds the minimum requirement for the level involved but falls short of those for the next higher level. We believe the Agency should adopt the numerical system.

55. Language testing of new employees and of Language Training School students is done for the most part at the School's quarters in Rosslyn. Testing of claimed proficiencies of regular employees and the required three-year retesting of proficiencies is done at Headquarters Building. At least two Language Training School persons participate in each test. For students of the School, a native speaker other

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than the student's chief instructor is used, and a staff linguist participates. Testing, particularly of an individual's ability to speak and to comprehend the spoken word, is largely subjective. There are no objective norms for this testing, and means have yet to be devised for ensuring consistency in ratings given by different instructors. This is not a problem peculiar to the Language Training School; we found the Foreign Service Institute School of Language Studies equally concerned with this matter. For consistency in testing we find ourselves sympathetic to the idea voiced by the Chief of the Language Training School for a Government, probably Civil Service, testing center to serve all parts of Government. But even if such a central facility were established, the Agency should maintain an internal testing capability sufficient to meet special needs.

56. In some languages the Language Training School has only a limited capability, and hence the testing of a student under the terms cited can become a problem. This can sometimes be solved by having the student evaluated by a native speaker from elsewhere in the Agency. We found, however, that at times a student completing a course or a substantial part thereof was being given an "instructor's estimate" in lieu of a tested proficiency rating. Such "estimates" were not being incorporated into the official record of tested language skills. We discussed this with the Chief of the Language Training School. Hereafter special efforts will be made, by borrowing a native speaker as necessary, to ensure that each student completing a course of instruction or substantial part thereof will be given an appropriate test and tested proficiency rating.

Physical Facilities

57. The Language Training School is housed in what was once an automobile garage in the Washington Building Annex of Arlington Towers in Rosslyn. As presently partitioned the space includes 106 rooms, including 56 classrooms. The floor plan places the staff personnel for the most part on one windowed wall. The classrooms, language laboratory,

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library, and shared offices of the contract personnel are windowless. The study prepared in 1966 by a contract consultant termed the building "very poorly designed for the task it must perform." We would rate the quarters as adequate but not good. The space will not permit sizable expansion in numbers of classes (though a larger student body could be handled if the expansion were in the size of classes). OTR has been trying to get the School relocated.

58. We spoke with the Office of Logistics and found that Office well aware of all the points on which we had heard complaints. The quarters had been painted shortly before our survey. Some of the causes of other complaints had been taken care of or were being worked on, but at the time of our survey no new quarters were in sight.

59. The library of the Language Training School needs improvement. It is used not only by the School staff and students, but also by a number of Agency [redacted] [redacted] It consists in the main of several thousand (no actual figure available) volumes on language and general area studies. When we visited the library, not all of the volumes were catalogued, the main library of the Central Reference Service did not have a list of this library's holdings, and a number of the books on the shelves appeared in need of either rebinding or replacement. The number of books for general area studies was small. The individual with responsibility for running the library is not a trained librarian. She is, however, a hard-working person who has done well with the resources at her disposal. She receives excellent cooperation from Central Reference Service personnel in the main library. When the Language Training School was part of the Language and Area School, the library was run by the Central Reference Service (then the Office of Central Reference). In 1965 the Language Training School took over operation of the library, and the Central Reference Service took most of the general area studies books. The library has not recovered from that break. Some of the School staff employees believe it would be a good idea to have the Central Reference Service back.

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We agree. We note that the present Language Training School librarian will be retiring next year. This would provide a convenient occasion for a change.

60. The Language Training School operates a language laboratory on the ground floor of Headquarters Building. The laboratory is open from 0730 to 1800 each working day. The facility includes 28 languages booths equipped with tape machines (there are 32 at the Rosslyn installation) as well as two small rooms used for language proficiency tests. The laboratory has over 9,000 tapes and language books on the shelves. Users of the machines are supposed to record their hours of usage on pads provided at each booth. It is probable that not all do so. What figures are available indicate a monthly average of about 800 hours of usage for all the machines. We found in some of our interviews an unawareness of the full facilities provided and of the lack of red tape for use of the laboratory by any self-study student. We believe this is a useful facility, and we believe that broader knowledge of it might result in more employees developing or maintaining language facilities.

61. The Language Training School

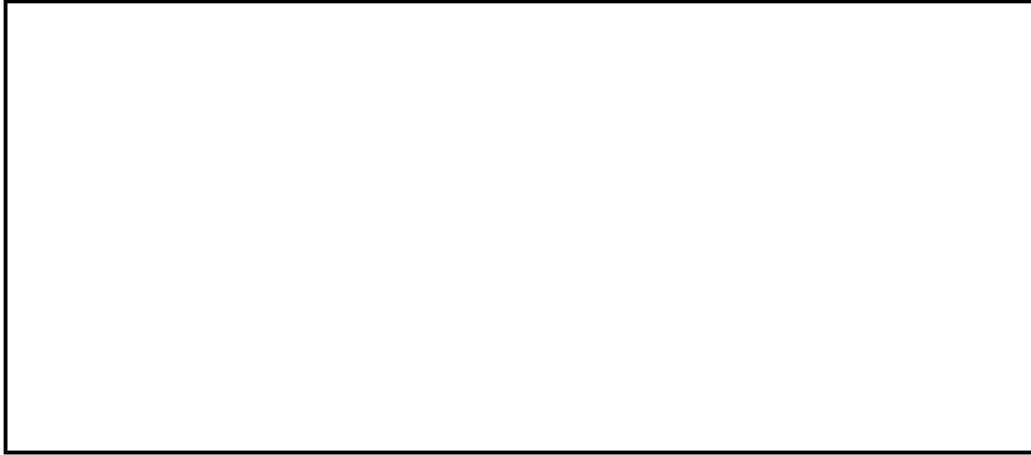
given short periods of a type of "total immersion" language training. Both instructors and students told us that these periods were very useful. The facility is also used occasionally by other components of the Agency.

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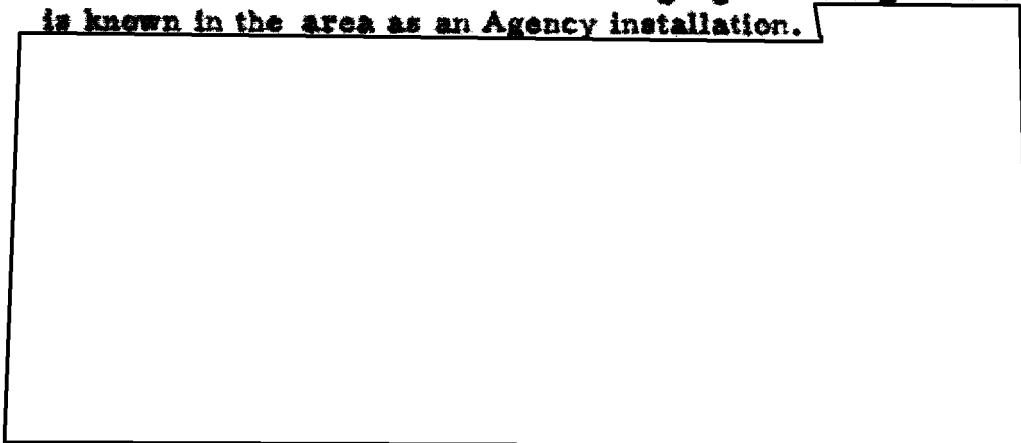
Security

67. The Language Training School runs very largely as an unclassified institution. No classified materials are used in the Rosslyn classrooms [redacted]. All classified material at the Rosslyn installation is kept in the front offices. Access to safes is limited to staff employees. A few of the contract personnel have security clearances, but for the most part all that is asked of and given by the Office of Security for the non-staff employees is facility-access approval.

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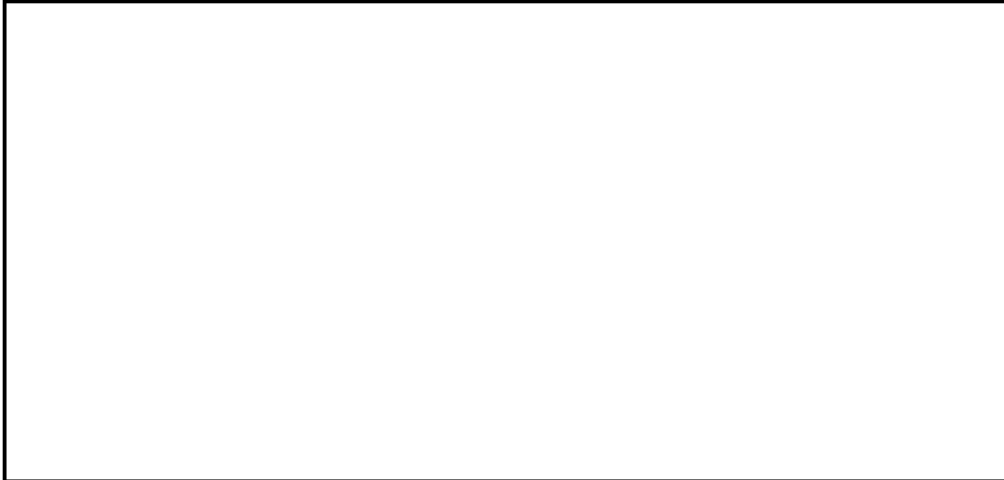
68. It is believed that the Language Training School is known in the area as an Agency installation. [redacted]

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69. It is infeasible for us to attempt here to determine the exact extent to which the Language Training School

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Inter-Agency Language Round Table

70. There is in the Washington area a non-official Inter-Agency Language Round Table which dates from 1956. Members of the Round Table include, in addition to the Chief of our Language Training School, representatives of the Foreign Service Institute School of Language Studies, the Defense Language Institute, the National Security Agency, the Federal Bureau of Investigation, the military services, and, on an occasional basis, the Office of Education. Aside from this government representation, included on the Round Table are representatives of the Human Resources Research Office (of George Washington University) and the Center for Applied Linguistics (an autonomous organ of the Modern Languages Association of America). The Round Table meets about once a month. It is a useful arrangement for the exchange of information and ideas to the mutual benefit of the members.

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